

MODEL CITY LAND USE PLAN

Prepared for the St. Louis Model City Agency
by the St. Louis City Plan Commission in
conjunction with the residents of the Model
City Area

June 1972

Approved by the City Plan Commission

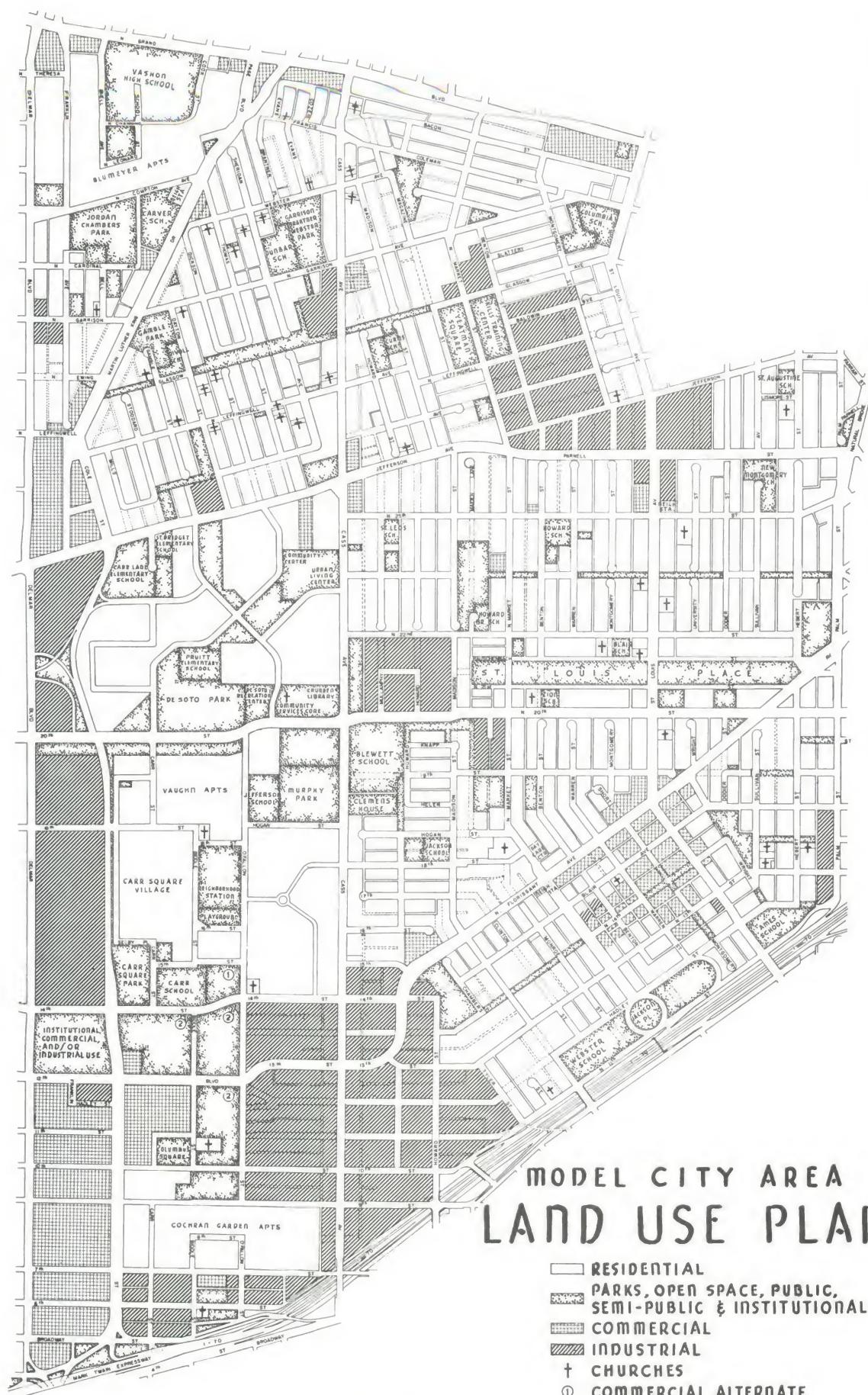
June 19, 1972

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MODEL CITY AREA LAND USE PLAN

- RESIDENTIAL
- PARKS, OPEN SPACE, PUBLIC,
SEMI-PUBLIC & INSTITUTIONAL
- COMMERCIAL
- INDUSTRIAL
- † CHURCHES
- ① COMMERCIAL ALTERNATE
- ② INDUSTRIAL ALTERNATE

APPROVED BY THE
CITY PLAN COMMISSION,
JUNE 19, 1972.

APPROVED BY THE
MODEL CITY AGENCY
JULY 27, 1972



MODEL CITY NEIGHBORHOODS

SAIN T LOUIS
CITY PLAN
COMMISSION

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I INTRODUCTION AND BACKGROUND

Introduction

In most American cities there exists a significant element of the population which lives in poverty. The types of problems associated with poverty are many and are heavily interrelated. The problems have been well known for some time, but there has been little success in attempts to alleviate them, not only because there has been limited understanding of the complex nature of the many factors which cause poverty but also because the poor have had very little influence in shaping their lives.

The Model City program is a major effort to alleviate this situation. The key element of the Model City program is that it explicitly recognizes the interrelated nature of the problems involved and that a comprehensive approach is needed to alleviate them. The purpose of the Model City program is to demonstrate the potential of this comprehensive approach for significantly reducing unemployment, improving the supply and quality of housing, raising educational levels, reducing crime, improving the quality of health care, and providing cultural and recreational opportunities.

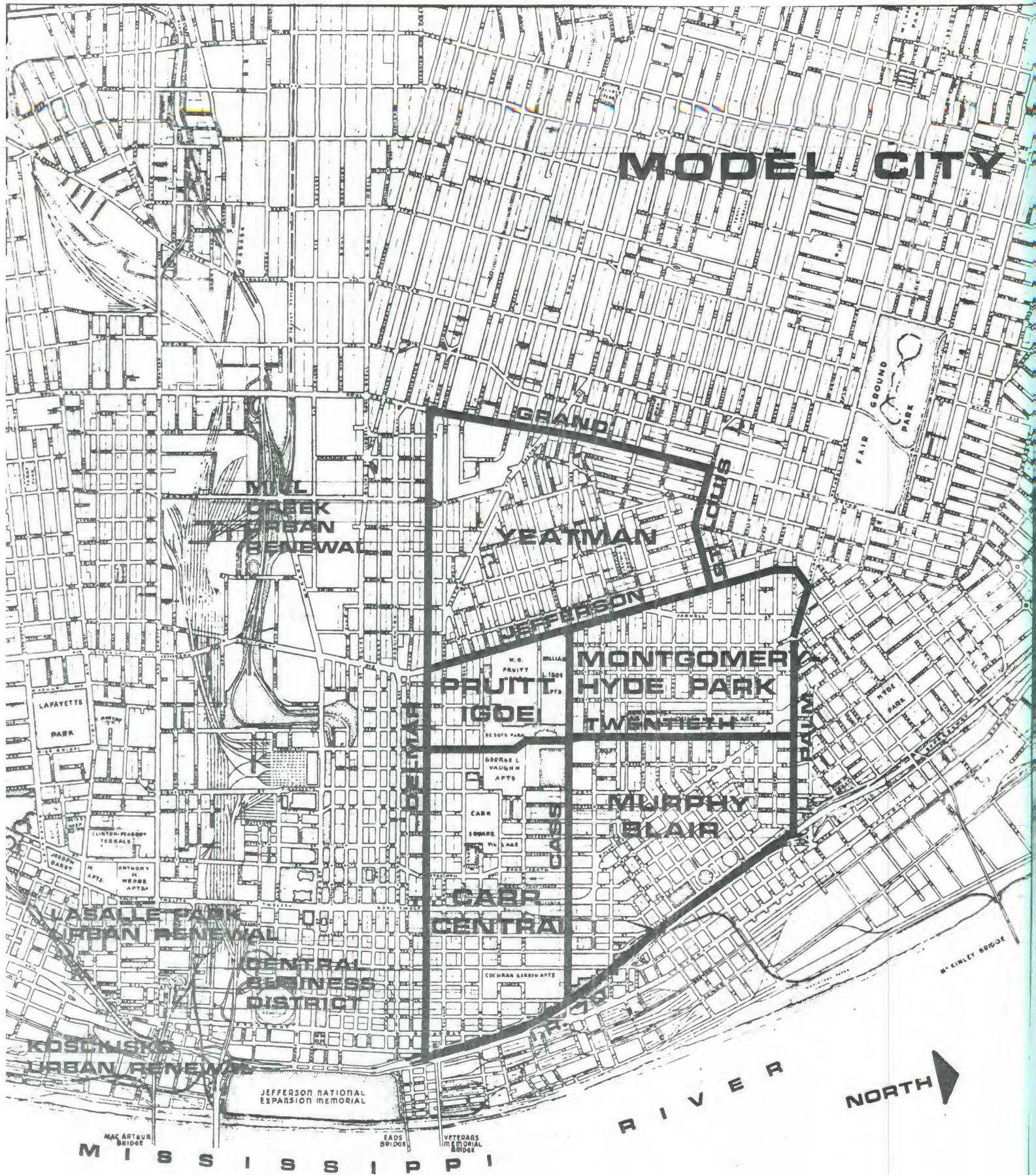
This Model City Land Use Plan is a product of the City Plan Commission with assistance from the Model City Agency staff

and was prepared in collaboration with residents of the Model City area. The foundation for this comprehensive plan was the series of neighborhood plans prepared by Model City residents themselves (in some cases with the assistance of advocate planners) during 1968. Planning has taken place with rather than for the area residents and consequently, it is a mutually developed plan. It recognizes the role of the individual in his neighborhood, the neighborhood in the Model City area, and the Model City as a part of the City of St. Louis.

This particular document is the basic physical component of the overall Model City program. It provides a physical framework for implementing all the economic, social, and physical development programs designed to upgrade the Model City area; it should not be confused with nor is it in any way a substitute for such action programs. This physical land use plan must, of course, consider the implications of social factors for physical development. In preparing this physical plan then, we have maintained a careful balance between physical design principles which are designed to produce economically efficient development and social factors which are designed to improve the overall "quality of life" for Model City residents. Specifically, employment and economic development, education, housing and neighborhood environment are the most important social components -- these were the priority goals established by the Model City residents -- which this physical plan is designed to improve.

This document is organized in the logical sequence of the planning process. Existing conditions in the Model City area are described first. A series of goals and objectives are stated to which the proposals of the plan are directed. Standards and criteria for measuring the achievement of the goals and objectives are then stated. Then the specific recommendations on a Land Use Plan for the Model City area designed to achieve the stated goals and objectives of the residents are stated. The final chapter presents a summary of the plan recommendations for each of the five neighborhoods which comprise the Model City area.

Recommendations on development programs and other implementation techniques to help carry out the Land Use Plan and to assist in attaining other objectives of the Model City program will be incorporated in a separate document.



Brief History of the Model City Area

Although the data on the historical development of the Model City area is relatively scarce, that information which is available is indicative of a past, rich in ethnic and national origins. Various settlements which arose within Model City boundaries have contributed significantly to the historical evolution of the area. For instance, Kerry Patch, a district bounded by Biddle on the south, Mullanphy on the North, 17th on the east and 20th on the west, was one of the first Irish settlements in the St. Louis area. Kerry Patch was founded in 1842 by Irish immigrants who named their new home after the beautiful county in Ireland located on the lakes of Killarney.

Another well-known place in the 1850's was Clabber Alley which ran from Franklin to Biddle between 6th and 7th Streets. The inhabitants at the time literally lived in shacks and survived to some degree upon buttermilk and clabber. The area's name was derived from the fact that many dairies were located in the vicinity.

"Wild Cat Chute" was the name given to the district bounded by 7th and 8th Streets between Biddle and Carr Streets. Some of this City's most dilapidated tenements were situated in this area. The name "Wild Cat Chute" originated from the circulation of counterfeit bills among the steamboat workers and roustabouts.

The Irish, like so many other immigrants from Europe, were poverty stricken when they arrived in this country. Consequently, the new homes into which they settled in St. Louis were not only the most inexpensive but they were also the most dilapidated dwellings in the City.

To the Irish, German, Italian, and other immigrants to this City were added the black migrants during the post-Civil War period. All of these groups were without money and jobs, thus compounding the problems of poverty. Although the Model City neighborhood has probably experienced several cycles of socio-economic change within the last 150 years, it has been known throughout this century for its poor living conditions.

A common developmental trend within the general area of the Model City area was for the various immigrant groups to settle within close proximity of their respective religious denominations.

Thus, entire groups of European immigrants and southern black migrants were often found to be residentially isolated from the rest of St. Louis society.

Although certain segments of Model City were once inhabited by upper middle class individuals (some parts of Montgomery-Hyde Park neighborhood), the greatest part of the Model City area has always been occupied by the working class and lower income groups. The relative poverty of these occupants has been and is today reflected in a deflated tax base.

In 1936 a City Plan Commission study of economic conditions revealed the extent to which Carr-Central neighborhood, for example, had declined relative to the remainder of the City. During the period 1930 to 1935, average annual local tax receipts for a selected area bounded by 14th Street, 20th Street, Franklin Avenue and O'Fallon Street were \$152,980 compared to expenditures on City services of \$384,201 -- a deficit of 60%. The Central Business District, on the other hand, produced a tax revenue 2 1/2 times as much as cost of services received. Outlying neighborhoods such as Grand and Bates generated a surplus of 23%. As we shall see, the economic deficit picture in Model City remains much the same today.

Social transition and neighborhood decline have fluctuated greatly within Model City during this century. As recently as the 1960's, several sections of both the Montgomery-Hyde Park and the Murphy-Blair neighborhoods experienced social change prior to partial physical decline.

The Role of Model City

Model City, because of its location, plays a unique role in the function of the central city of St. Louis as well as the metropolitan area. Its future role in relation to the Downtown Core is crucial to the ultimate survival of the core, as is downtown the activity center of the metropolitan area crucial to the viability of Model City.

St. Louis is not unlike most major North American cities in that the downtown areas provide a function unique within their metropolitan areas. In no other location are functions such as financial, legal, advertising, cultural, government, and other highly specialized institutions concentrated into one closely contained area. The central core uniquely attracts service enterprises which rely upon "face-to-face" negotiation and exchange transactions.

A brief look at trends and prospects will help us in analyzing the future of downtown St. Louis. The distribution of employment by industry is expected to shift in favor of service industries, with manufacturing employees declining in relative terms.

The decline of volume of retail sales in the CBD from 55% of the metropolitan area in 1955 to 27% in 1970 has changed the role of downtown St. Louis from a largely retail center to a general business center. It has changed from the major retail center to one which must share and compete with other regional shopping centers. This has placed more emphasis on it as a general business and cultural center.

Increasing tourism and patronage of cultural and entertainment facilities downtown, resulting in a 31% increase in gross receipts of restaurants and taverns within a recent four year period, is indicative of the changing function of the central business district. On the other hand, the high vacancy rate in office buildings and the preponderance of surface parking lots is a cause of alarm. The under-utilization of land and buildings points to a general decline which must be reversed.

It is necessary to view the central business district and the surrounding core area neighborhoods as closely interrelated. The survival of the CBD depends upon the availability of a strong surrounding market area and the accompanying demand for

services, goods, and employment. The past trend of outward migration of middle income families to suburbia must be reversed by making available in the core area residential neighborhoods which offer amenities not found in suburbia for a population who will make use of the CBD. Such a population includes the families of downtown service workers of all skill levels and people whose life-style is compatible to being located at the primary center of activity, as well as the existing population whose source of employment is nearby. New development which occurred during the central city's brief "renaissance" period must be built upon and expanded. Plaza Square, Mansion House, and Mill Creek should act as a nucleus of new core-area development in Lafayette Square, Compton-Eads, Soulard, Downtown South, and Model City.

The future of Model City and the CBD are intimately related. If Model City is to become viable, it must attract a broader range of income levels in order to stabilize the neighborhood's tax base. Neighborhood shopping facilities would in turn benefit from a service area which includes a broader income range. At the same time, the survival of the CBD depends heavily upon the availability of a sound market area, and upon the availability of adequate housing for CBD employees. Model City can assist in fulfilling both of these functions, as well as provide employment in manufacturing for neighborhood residents who are not CBD employees.

II EXISTING CONDITIONS

Population Trends

Between 1960 and 1970, the population of the Model City area declined by nearly 30,000, representing a 37% change or an average 3.7% yearly rate of decline. On the average, the area has been losing population at a rate of 3,000 per year. Certain neighborhoods, more than others, experienced a population reduction. The greatest loss occurred in the Pruitt-Igoe neighborhood, which declined by more than half -- 56%, while in Murphy-Blair the decrease was the least at 29%. The following chart provides a comparison of population trends by neighborhood.

	Carr-Central	Montgomery-Hyde Park	Murphy-Blair	Pruitt-Igoe	Yeatman	Total
1960	14,511	11,857	14,475	15,042	23,426	79,311
1970	9,188	8,139	10,275	6,553	15,760	49,915
% Change	-36.6%	-31.3%	-29.0%	-56.4%	-32.7%	-37.0%

Within the last few years, some significant changes have occurred in migration patterns. In 1967, the average length of residence at their present address for the Model City area was 13 or more years,

a rate comparable to the St. Louis City average. Only 8% had resided at their present address for less than two years. In contrast, a January 1971 survey of Montgomery-Hyde Park, one of the more mobile neighborhoods, revealed that 54% of the residents had lived at their present address for less than two years, nearly half having lived at another residence in the Montgomery vicinity. Recent neighborhood transiency can be explained by the fluid housing market situation, the high abandonment rate, and out-migration from the Pruitt-Igoe public housing project.

Common denominators in Model City are a population predominantly black, large family size, young, and low income. The average household size at the 1970 Census was 3.2 persons per occupied dwelling unit. Highest household sizes occur in the family public housing projects, Pruitt-Igoe being the highest at 4.5 persons per household. Lowest household sizes occur adjacent to commercial and industrial districts. Average household size among census block groups with a predominantly black population is greater (3.24) than household size among predominantly white block groups (2.80, which is substantially the same as the City-wide average for white groups).

Physical Conditions

Housing

Model City is one of the oldest sections of St. Louis. Most of its brick row structures, located on typical 25' x 120' lots, date from the period 1880 to 1910. Of the total structures, 79% are over 70 years old and 93% are over 50 years old.

Although the existing land use is predominantly residential, large areas are devoted to industrial, commercial, and institutional uses. Almost every conceivable urban land use may be found within the area. Existing land use is shown on the map on the following page. Inappropriate mixtures of land uses are most frequent. Building conditions in Model City generally reflect the age of the structures.

The deterioration has proceeded quite rapidly over the last ten years. Table 1 indicates the reduction in the number of sound units and the increase in deteriorated units which has occurred between 1960 and 1970. The proportion of sound dwelling units has decreased from 51% to 9%, while the proportion of deteriorated units has increased from 35% to 84%. Dilapidated units have actually decreased in number because of the effect of the demolition program. All of the Model City neighborhoods, with the exception of Yeatman, have experienced drastic changes in the ratio of sound to deteriorated structures.

The rapid deterioration of buildings has led to an increasing number of vacant and abandoned structures. In 1970, 2,400 units out of 20,250 total units were unoccupied for a vacancy ratio of 11.8%.

A major contributing cause of the vacancy ratio is a high abandonment rate. A spot check survey in July 1970 identified 772 vacant and derelict structures amounting to 16% of the total housing supply in Montgomery-Hyde Park, Murphy-Blair and Yeatman neighborhoods. This high abandonment figure is an indicator of the large exodus of Model City residents who desire and can afford to move out of the area into more suitable housing. Those who have no choice but to remain are predominantly large, low-income families, who, because of the shortage of large dwelling



CITY OF LAKWOOD COLORADO

Table 1

Building Conditions By Neighborhoods,
By Dwelling Units: 1960-1970

	Montgomery- Hyde-Park		Murphy- Blair		Pruitt-Igoe		Car-Central		Yeatman		Total		
	1960	1970	1960	1970	1960	1970*	1960	1970	1960	1970	1960	1970	
Sound	2055 47%	152 5%	3643 71%	131 3%	2867 84%	—	2700 59%	—	1542 20%	1333 21%	12991 51%	16169 9%	
Deteriorated	1982 46%	2574 87%	1246 24%	4022 88%	411 12%	264 85%	1021 20%	2975 97%	4284 57%	4683 72%	8944 35%	14518 84%	
Dilapidated	313 7%	220 8%	211 5%	428 9%	151 4%	48 15%	1024 21%	80 3%	1699 23%	474 7%	3562 14%	1250 7%	
Total	4350	2946	5100	4581	—	—	—	4745	3055	7525	6490	25497	17384

* Pruitt-Igoe Excludes Public Housing Projects (2,870 Units)

Source: 1960, U.S. Census of Population, 1970
1971, Building Conditions Survey
1970, Land Use Survey, City Plan Commission

units, are forced to live in overcrowded dwelling conditions. (Only 7.2% of the public housing units contain more than three bedrooms).

The situation in the St. Louis Model City area is faced by many older central cities and was well described by the Urban League in its "National Survey of Housing Abandonment".

As the exodus of white and upwardly mobile black families began to pick up momentum since the late 1960's, abandonment has become more frequent. The only housing demand market that existed was the lowest income families who moved into the area from nearby areas which had become uninhabitable. Structural maintenance costs were rising; while, on the other hand, wear and tear caused by large families with children, vandalism, and owner neglect were increasing the need for maintenance. Due to rising operating costs and lower revenues, owner investors at the point of negative investment would unload their property with almost no operating costs for a clear profit until the property became abandoned or condemned.

In recent years, trucking establishments have located in predominantly residential areas, creating internal truck traffic and, at the same time, providing very few jobs for area residents. This has given additional impetus to neighborhood deterioration. Adding the effect of junk and salvage yards and other marginal industrial uses, the result is making Model City an increasingly less desirable place in which to live.

Public Elementary Schools

Although elementary schools in Model City presently have more than enough classroom space to meet a proposed standard capacity of 25 pupils per room, most of the building structures are quite old and need either replacement or major rehabilitation. Of the 21 public elementary schools in Model City 12 were built before 1930. In addition, the geographical distribution of population in Model City has changed, thus requiring the relocation of school capacity if the population is to be conveniently related to the schools.

Table 2
Inventory of Existing Public Elementary Schools:

<u>Name</u>	<u>Year Built</u>	<u>Existing No. of Class-rooms</u>	<u>1970 Average Daily Enrollment</u>	<u>Standard Capacity at 25 per room</u>
Carver	1882	17	550	425
Curtis	1894	14	269	475
Curtis Branch	1949	5	109	
Divoll	1872	23	499	750
Divoll Branch	1950	7	135	
Dunbar	1912	26	436	
Dunbar Branch	1951	8	211	
Columbia	1929	26	816	650
Carr Lane	1959	32	541	800
Pruitt	1955	29	460	775
Jefferson	1959	31	688	775
Carr	1908	12	304	300
Henry	1906	28	704	700
Webster	1906	23	691	575
Jackson	1871	20	589	500
Blewett	1956	30	762	750
Howard	1902	12	361	
Howard Branch	1958	8	204	500
Blair	1882	24	678	600
Franklin	1909	29	430	725
Ames	1956	26	612	650
Total		430	10,049	10,960

Playground, Recreation and Park Space

An inventory of existing park, non-school playground and play-field space in Model City shows a total of 87 acres. According to standards (See Section IV) applied to an estimated 1970 population of 49,915, this leaves a deficiency of 159 acres.

Table 3
Existing Open Space Acreage
by Neighborhood

	<u>School Playground</u>	<u>Non-School Recreation Space</u>
Yeatman	4.4 acres	14.3 acres
Montgomery-		
Hyde Park	1.4 acres	14.1 acres
Pruitt-Igoe	3.3 acres	17.4 acres
Murphy-Blair	8.4 acres	5.3 acres
Carr-Central	2.6 acres	15.7 acres
 Total - Model City	 20.1 acres	 66.8 acres
 Standard Space Requirements	 23 acres	 225 acres

Economic Conditions

Income and Employment

Although family incomes in Model City have risen in absolute terms, they have declined relative to the remainder of the City.

Medium Annual Family Incomes

	<u>1960</u>	<u>1970</u>
Model City	\$3,712	\$4,800
St. Louis City	\$5,767	\$7,200

While the median income of Model City residents has increased by \$1,100 from 1960 to 1970, the median income of all residents in the City has risen by almost \$1,500. This means that the median income for Model City is \$2,400 less than the City-wide median income.

The present unemployment picture in Model City appears equally bleak. The 1970 estimates indicated a 12% unemployment rate as compared to a City-wide average of about 7.5%.

A major cause of widespread unemployment in Model City has been the exodus of industry from Model City to outlying areas. A study completed in 1968 by Management Economics Research, Incorporated identified 143 manufacturing establishments which, during the period 1962-1967, deserted a 4.4 square mile area which includes the Central Business District and its immediate surrounding neighborhoods (the central city core). Model City comprises the northern portion of this area. These 143 establishments employed approximately 11,000 persons, leaving an estimated total of 18,500 industrial jobs in the central city core by 1970. That this job total is insufficient is evidenced by the estimated total labor force in Model City in 1970 of 24,500 workers.

The decline of manufacturing industries in the central city core has had a particularly negative impact on workers in this area. In 1966, manufacturing was the largest occupational category, employing 36.7% of the total work force in the central city core.

Although the employment rate in all categories has declined, in 1967 service industry had the highest unemployment rate in the central core. This is particularly significant for Model City since the service sector contained the largest proportion of non-white workers of all major occupational categories.

Commercial establishments have also declined in Model City through the last decade. Retail sales have declined in the Franklin Avenue and 14th Street shopping districts and a number of establishments have left both centers. Within the neighborhoods, large numbers of local grocery stores and shops have become unoccupied since the mid-1960's.

The Tax Structure of Model City

In order for a city to survive, it depends on tax receipts to pay for the services it provides to its residents. In most cases, the residential neighborhoods do not pay taxes equivalent to the services received. On the other hand, business and industry pay proportionally higher taxes than services received. Therefore, it is important that a viable city have residential areas which pay taxes at a level as close as possible to the services received and a strong base of business and industry to balance the deficit. Where tax receipts are less than expenditures, a deficit exists. On the average, a residential neighborhood does not generate enough tax receipts to equal expenditures for services. On the other hand, a central business district or large industrial district generally produces a proportional excess of revenue, thus compensating for the deficit of receipts to expenditures in residential neighborhoods. However, it may be considered reasonable to expect that a residential neighborhood which is economically viable should be able to show a receipts/expenditures ratio of 0.75:1. This ratio may be termed the sustenance level for residential neighborhoods.

A comparison of tax receipts to expenditures for Model City yields a deficit of over \$6,500,000 (Table 4). In order to reach the sustenance level (75% of expenditures), the total taxes from Model City would have to amount to more than \$9 million -- an increase of \$3,500,000.

Of this amount, the real estate property tax must account for \$4.3 million or an additional \$3.2 million over present collections. In order to generate this much additional property tax revenue, the total market value of all land and improvements in Model City must be increased by over \$145 million. This figure is equivalent to 5,000 new dwelling units and 10,000 rehabilitated units. Likewise, income bearing taxes (Personal Property Tax, Earnings Tax and Intangible Tax) would have to total \$1.7 million or \$710,000 over the present level in order to reach the sustenance level. Taking into account a projected net population increase of more than 4,000 from 1970 to 1980, the total incomes of Model City residents would have to rise by more than 50% of their present level in order to generate this much additional revenue from income bearing taxes. This means that the median income of Model City residents would have to increase from \$4,800 to \$6,200. Obviously, the present trend of decreasing employment opportunities must be reversed in order to raise personal incomes. Additional employment sources created by new industrial and commercial establishments will not only raise income levels, but will also generate additional real property tax receipts. So, both for individual citizens and the Model City community as a whole, it is most desirable to increase personal income.

In order for the Model City area to become economically viable then, it becomes necessary to improve the tax structure through increased personal income, new employment opportunities, and increased real estate valuation. It is the objective of this plan that the residential areas more closely pay their way and that a stronger base of business and industry complementary to the Central Business District be developed. Thus, it is important not only to the Model City area, but to the entire City that the Model City area become an attractive, dynamic community.

Table 4
Statistical Summary
of the Tax Structure

Existing Level
of Expenditures

\$ 5,688,000	Total Tax Receipts	\$ 9,153,000
\$12,204,000	Total Tax Expenditures	\$12,204,000
\$ 6,616,000	Deficit	\$ 3,051,000
\$ 1,195,000	Real Estate Property Tax Receipts	\$ 4,397,000
\$ 5,863,000	Real Estate Property Tax Expenditures	\$ 5,863,000
\$ 4,668,000	Deficit	\$ 1,466,000
\$ 1,046,000	Income Bearing Tax Receipts	\$ 1,757,000
\$ 2,343,000	Income Bearing Tax Expenditures	\$ 2,343,000
\$ 1,297,000	Deficit	\$ 586,000

III GOALS AND OBJECTIVES

Introduction

An important part of the planning process is the identification of goals and objectives. Goals and objectives are based upon ideal conditions which are valued. The goals and objectives for the Model City program indicate what the Model City residents want to achieve in their neighborhood. These may be viewed as a "check list" against which programs and proposals can be evaluated in order to judge their responsiveness to the citizen's desires. Individual planning and programming decisions are thus evaluated for consistency with the desired objectives. Often we lose sight of what we really want to achieve under the pressure of an immediate decision. These goals and objectives -- although difficult to attain -- must be consciously pursued in all City decisions affecting the area.

Goal Formulation

Identification of goals and objectives for the Model City program has taken place on two levels, by two groups of the public.

1. The first group is comprised of Model City leaders who are familiar with and can identify the major issues and problems of the entire community and the City at large. This group has identified the actual goals and objectives for the Model City program.
2. The second group consists of Model City residents at large. This group has registered attitudes toward their neighborhood. These attitudes have been translated into values upon which the goals and objectives are based, assuming that the assessment of objectives is an accurate reflection of residents' values.

It should be emphasized that the goals and objectives for the Model City program are consistent with the goals of the City at large, as can be seen from the matrix chart which follows.

The goals and objectives which appear in this document are those which have been classified as highest priority by the residents of the area and which have obvious implications for physical development.

1. GOALS can be defined as overall, general statements of an ideal condition which is desired to be achieved. Three major goals related to employment and economic development, housing, and education were taken directly from the City of St. Louis 1968 application for Model Cities assistance. It is implicit that these goal statements are expressive of the values held by residents as voiced through their elected representatives, the leaders of the citizen participation structure.
2. OBJECTIVES are more specific statements of an aim to be achieved and whose degree of achievement can be measured in general terms.

Objectives were also taken from the 1968 Program application. They relate directly to the aforementioned goals. The choice of objectives was cross-checked and reinforced with similar statements of aims contained in the original model neighborhood proposals.

3. VALUES indicate a desired or undesired condition perceived by Model City residents.

A series of value indicators was refined from a collection of responses from residents in the Model City. These responses were obtained from a Socio-Economic Survey of Model City residents. The questionnaire asked for the attitudes of residents toward their neighborhood.

The chart which follows has been constructed to show the planning implications of the various objectives of the Model City residents. It has further related them to City-wide and Model City goals.

GOALS-OBJECTIVES MATRIX

City-Wide Goal

Create a diversified economy, providing a maximum level of employment.

Model City Goal

Obtain employment for all Model City residents and develop a favorable business environment.

<u>Objective</u>	<u>Planning Implication</u>
a. Encourage the location of commerce and industry in Model City.	<p>a. <u>Commerce and Industry</u> - Set aside sufficient land for commercial and industrial uses. Industrial parks should be made attractive to developers by facilitating internal circulation and access to major streets; and adequate security. Shopping areas must be accessible to residential areas and be provided with adequate security.</p>
b. Increase Model City entrepreneurship.	<p>b. <u>Entrepreneurship</u> - Given the present structure of marginal entrepreneurship, i.e., independent operations in auto body repair, salvage, used furniture, etc., some local entrepreneurs would be put out of business by the total elimination of these frequently incompatible uses. The implication of this goal would be the provision of semi-industrial and commercial areas where these use activities would be permitted.</p>

Objective

Planning Implication

- c. Expand public facilities.
 - d. Centralize industrial activity (concentration into industrial parks).
 - e. Increase employment in Model City.
- c. Public Facilities - Provide additional community service centers and recreational facilities, and provide optimum accessibility to new and existing facilities.
 - d. Centralized Industry - Provision of land area for industrial parks; and consequently the reduction of land area presently in scattered site industrial uses. This implies the relocation of some existing industrial and semi-industrial establishments.
 - e. Employment - The implication of this goal is either:
 - 1. A higher ratio of employees per industrial square foot area, or
 - 2. Provision of a larger amount of area devoted to industrial and other job producing uses; or a combination of both.

Due to the existing skills level of the Model City labor force, the type of industry most likely to employ Model City residents is non-hardware manufacturing, such as shoes, clothing and housing components. This type of industry requires good access for materials transport and rather extensive terminal facilities. In addition, "mini-industrial parks" for incubatory industries could be provided in order to increase employment opportunities in Model City.

Objective

- f. Provide easy access to shops, and stores for Model City residents.

Planning Implication

- f. Shops and Stores - Easy access implies either:
1. proximity to shops and stores, or
 2. through transportation routes from residential areas to commercial centers, or both.

Proximity necessarily implies the locating of shops and stores within residential areas with pedestrian access for the sake of convenience.

City-Wide Goal

Provide a wide choice of standard housing in a quality residential environment for all residents.

Model City Goal

Improve the quantity and quality of housing and the entire residential environment for Model City citizens.

Objective

- a. Stimulate expansion of the non-subsidized housing supply at various cost levels.

Planning Implication

- a. Non-subsidized Housing - More acreage than what already exists must be devoted to higher income housing. In order to develop a market for higher income households, a significant amount of physical improvement must be evidenced. Convenience to work for young households and convenience to major activity centers for elderly households is a prime locational factor in housing choice. A third prerequisite is area size. Construction areas must be assembled sufficient in size to form viable neighborhood units supportive of neighborhood services and amenities.

Objective

b. Achieve freedom of choice in housing, and broaden the choice of types.

Planning Implication

- b. Housing Choice - Variety in housing types and in neighborhood social composition would be sought. This objective is consistent with a strategy of combined rehabilitation and new construction, and the mixing of various financing programs. Broadening the choices of housing types increases market supply of housing for a population containing various life styles and households at all phases of the life cycle.
- c. Ownership - Include a significant number of owner-type dwellings; single-family, town houses, and condominium and/or coop apartments. Encourage owner-occupants to remain in Model City by under-taking rehabilitation efforts to reinforce areas of owner-occupancy.
- d. Low Cost Housing - This objective implies the use of scattered site public housing and leasing programs to provide a variety in housing choice. Also implied is a contingent-related policy of providing standard housing for Model City residents who choose to remain in the area. A third implication is efficiency in site planning in order to reduce dwelling unit costs.
- Economies of scale often necessitate the availability of cleared tracts of land sufficiently large for major new construction.
- e. Remove Physical Blight - Implies the possibility of land assembly for planned unit development or residential unit plans. Also allows for possible changes in land use.
- e. Remove physical blight. Specifically, reduce the number of substandard buildings in Model City.

<u>Objective</u>	<u>Planning Implication</u>
f. Break up concentrations of low-income families.	f. <u>Break Up Concentrations</u> - This objective lends itself to scattered site and clustered site development, particularly public housing. Also implied is the decentralization of social service facilities designed to serve low income families.
g. Construct public housing units: low-rise, small group, low density, at various locations throughout Model City.	g. <u>Public Housing</u> - Consistent with the previous objective, <u>Implicit is the heterogeneous social composition of the neighborhoods.</u>
h. Provide residents with security for their person and property.	h. <u>Security</u> - Closely aligned with resident's concern about the problem of loitering and hoodlums, this goal implies: <ol style="list-style-type: none"> 1. exposed open public areas; 2. short and safe distance from parking areas to dwellings; 3. secured or fenced-in private area; 4. secure parking areas , public and private.
i. Maintain areas within Model City which are notable in terms of architectural character.	i. <u>Neighborhood Character</u> - Consistent with respondents' expression of nostalgia for neighborhood character (the positive aspects), and with the prospect of attracting higher income residents , this goal implies: <ol style="list-style-type: none"> 1. preservation of outstanding historic features , landmarks , focal points , physical character of the neighborhood; 2. rehabilitation and restoration rather than <u>reconstruction</u> in selected areas;

Objective

Planning Implication

3. architectural unity among buildings in selected areas in order to preserve a sense of identity.

This objective has metropolitan-wide implications in terms of lending social stability to inner city which, in fact, offers a quality of environment which is absent in many outlying areas.

- j. Improve public thoroughfares, and eliminate conflicting traffic, e.g., the separation of through traffic from local access traffic.
- k. Increase the acreage devoted to recreational purposes to standards recommended by the National Recreation Association, or comparable standards.
- Public Thoroughfares - The protection of residential areas from through traffic, requires: the provision of unobstructed through traffic routes; separation of through traffic routes from local access traffic; separation of vehicular traffic from pedestrian traffic; and elimination of truck traffic on residential streets. In addition, optimum access to public transit stations and stops would be provided.
- Recreation - Increasing the amount of acreage in recreational land means a reduction of acreage in other uses, most likely residential. Hence, in order to satisfy the high demand for housing units, higher residential densities may have to be employed; and/or open space for recreation could serve a multi-purpose function such as pedestrian access routes, and common open space adjacent to dwelling units as a substitute for private rear yard and side yard. Parks located adjacent to school sites could serve for organized school related activities, as well as informal play areas during off-school hours.

City-Wide Goal

Provide a variety of opportunities for educational development with consideration given to the special needs of individual neighborhoods.

Model City Goal

Raise the level of education attainment of Model City residents and enable them to compete on an equal basis with residents of the City as a whole.

Objective

- a. Make available educational services to Model City residents of all ages.
- b. Improve physical capacity and attractiveness of Model Neighborhood schools.

Planning Implication

- a. Educational Services - Provide physical space and equipment needed to implement the "Community School" concept-library services, adult basic education, adult education, tutorial services, and a demonstration home.
- b. Physical Capacity - Replace oldest school plants first, expand vocational education facilities; expand sites as required to provide adequate school yards.

**STANDARDS
AND
IV CRITERIA**

Introduction

Standards and criteria are guidelines which translate the broad goals and objectives into specific development decisions. Standards specify in numerical terms gross space requirements for each land use activity. Criteria are broad guidelines which indicate locational and site factors which must be considered in locating these activities. Together, standards and criteria enable us to evaluate the extent to which the goals and objectives can be achieved.

For example, one Model City goal is to increase employment opportunities for neighborhood residents. By evaluating the existing and anticipated employment situation, it is possible to estimate the need for additional employment resources. The standards and criteria for industrial and commercial facilities specify a ratio of numbers of employees to building square footage and site acreage, and also specify guidelines for locating these facilities to best achieve the goal of providing increased employment opportunities.

The following discussion will begin with general neighborhood standards and criteria followed by specific land use activities: commercial, industrial, educational, recreational and circulation.

General Neighborhood Criteria

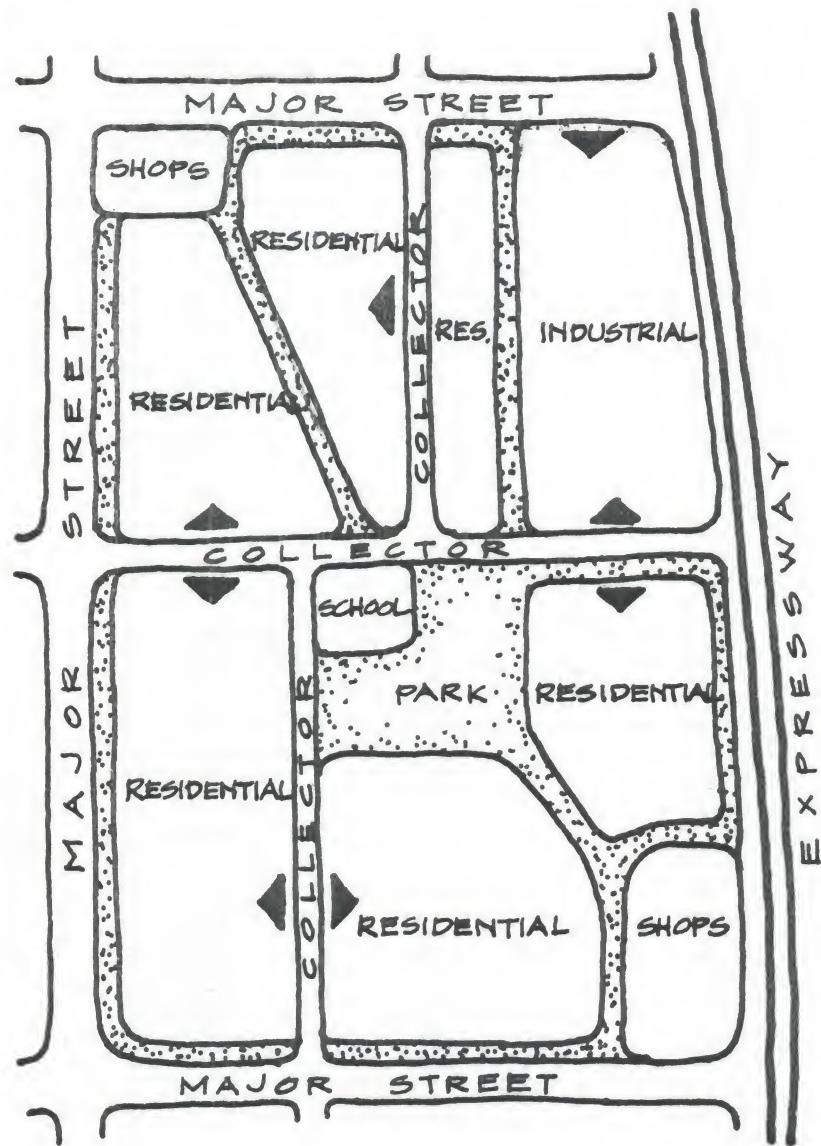
1. Neighborhood areas inclusive of schools, community centers, parks and playgrounds, should be bounded by major streets.
2. Collector streets connect major streets to local streets within a neighborhood. They should directly link neighborhood facilities.
3. Local streets provide access to individual residences but should function as a network in such a way as to discourage their use by through traffic including trucks.
4. Pedestrian walkway systems should link community facilities wherever practicable with the heart of a residential area. The walkway system should operate so as to minimize conflict between pedestrian and vehicular traffic. Recreation areas large enough to contain facilities for active and passive recreation and designed to facilitate maintenance should be located along the system.
5. The park-school concept (relating schools to park and recreation facilities) should be adopted wherever possible. This concept will assist in focusing upon the school as a neighborhood activity center. It will also make maximum use of recreation facilities provided in parks. School and park recreation facilities should complement one another and should together be made available for general public use.
6. Maintain an identifiable physical continuity among residential structures within a neighborhood area. New construction should complement the existing architectural character.

Table 5
Neighborhood Standards
Standard Residential Densities

Land Use Density Designation	Dwelling Units / Acre Net Densities	Percent of Units By Number of Bedrooms						Useable Open Space / Bedroom	Unit Types		
		0-1		2		3					
		Range	Average								
Low	10-17	14		-	10%	40%	30%	15%	5%		
								6+	6+		
Medium	18-29	24		5%	20%	50%	15%	10%	-		
									100		
High	29-44	36		50%	30%	20%	-	-	-		
									100		
									Town House, Garden Apartment		
									Single Family, Duplex, Town House		
									Medium and High Rise Tower		

Net densities in the accompanying table are to be used as a general dwelling unit density guide. Coupled with the proposed land use plan, these guidelines will be interpreted into a proposed zoning plan.

Effective density, of course, is more closely related to population per area; therefore, a qualifying table of bedroom densities is included. Realizing the economic constraints imposed by government sponsored housing, it is nevertheless desirable to begin by setting a standard of effective density for any given development project which should be achieved to the degree possible.



CONCEPT OF RECOMMENDED
NEIGHBORHOOD PATTERN

Commercial Space Standards

Standards are to be used only as a general guideline in computing overall gross space requirements.

Standards are considered as maximum space requirements.

	Major Neighborhood Shopping District	Minor Neighborhood Shopping District
Maximum Service Area	2 miles	1/4 to 1/2 mile
Minimum Service Population	25,000	4,000
Maximum Floor Area per Household	25 sq.ft.	18 sq. ft.
Parking Ratio (Parking to Floor Area)	1.5:1	1.5:1
Circulation, Service and Landscaped Areas	25%	25%

A major neighborhood shopping district generally includes a:

- junior department store (as leading tenant)
- ancillary stores and shops, including, for example: florist, radio and TV repair, barber shop, liquor store, shoe store, book store, children's wear, athletic goods, and any of the following:

A minor neighborhood shopping district generally includes a:

- food market
- drug store
- delicatessen
- restaurant

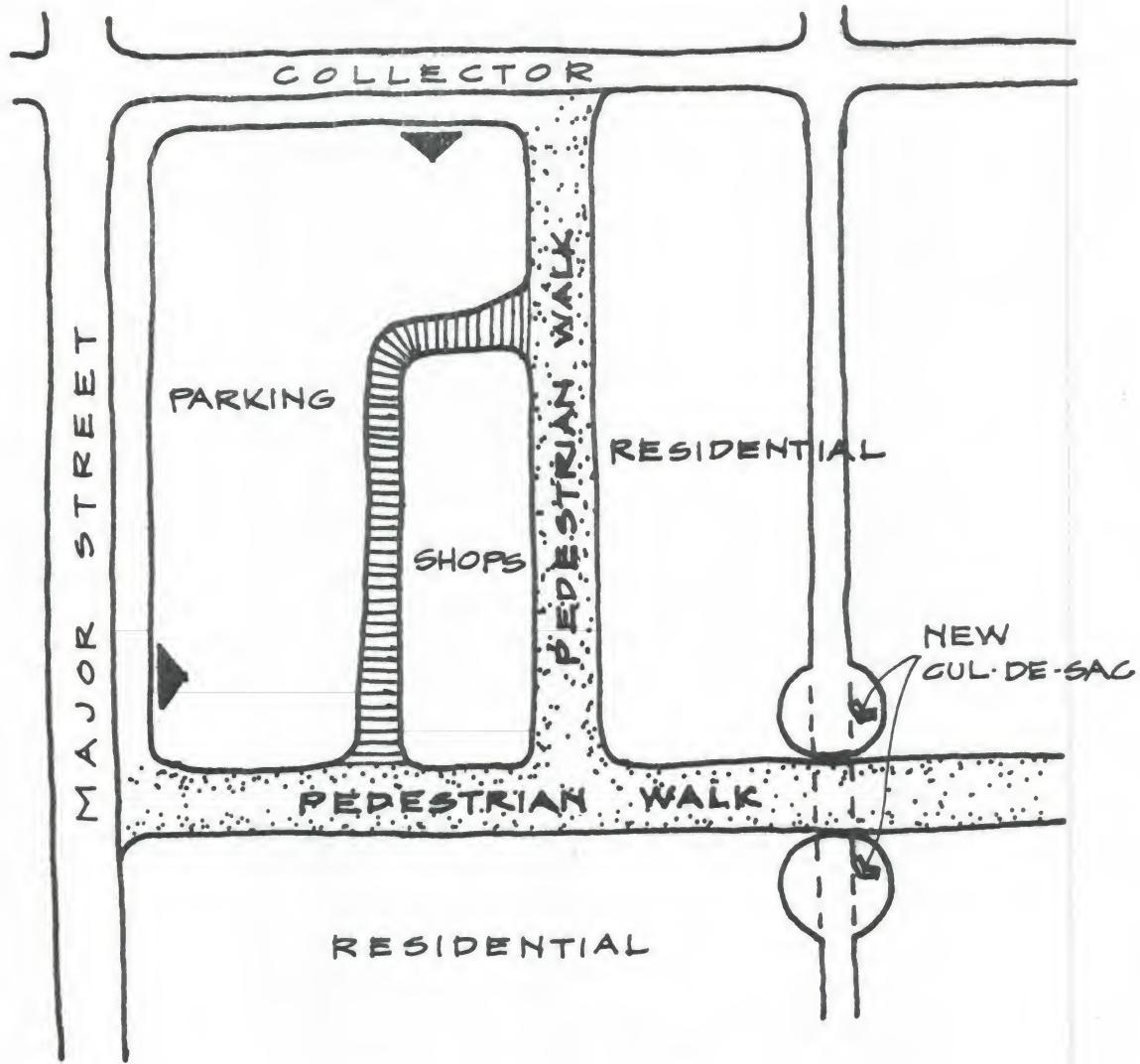
- barber shop
- beauty shop
- dry cleaning and laundry store

A convenience center is a small grouping of shops established to serve a neighborhood area under 4,000 population. A convenience center may include:

- small food market
- drug store
- coin laundry

Commercial Criteria

1. Shopping areas should be located adjacent to major or collector streets and pedestrian walkways where practicable.
2. Commercial areas should be consolidated into contiguous areas which function as units. The strip commercial pattern, which does not serve present day needs, should be eliminated.



CONCEPT OF RECOMMENDED
COMMERCIAL PATTERN

Industrial Space Standards

Industrial space standards are based upon the assumption of full employment for the Model City work force. Therefore, standard industrial space required is reached at the point where sufficient acreage is allocated to provide jobs for the present industrial unemployed work force and the future added industrial work force.

Standard Ratio Building Space to Employee

300 sq. ft. per employee (high labor intensity)

500 sq. ft. per employee (low labor intensity)

Estimated Ratio Building Space to Net Land Area

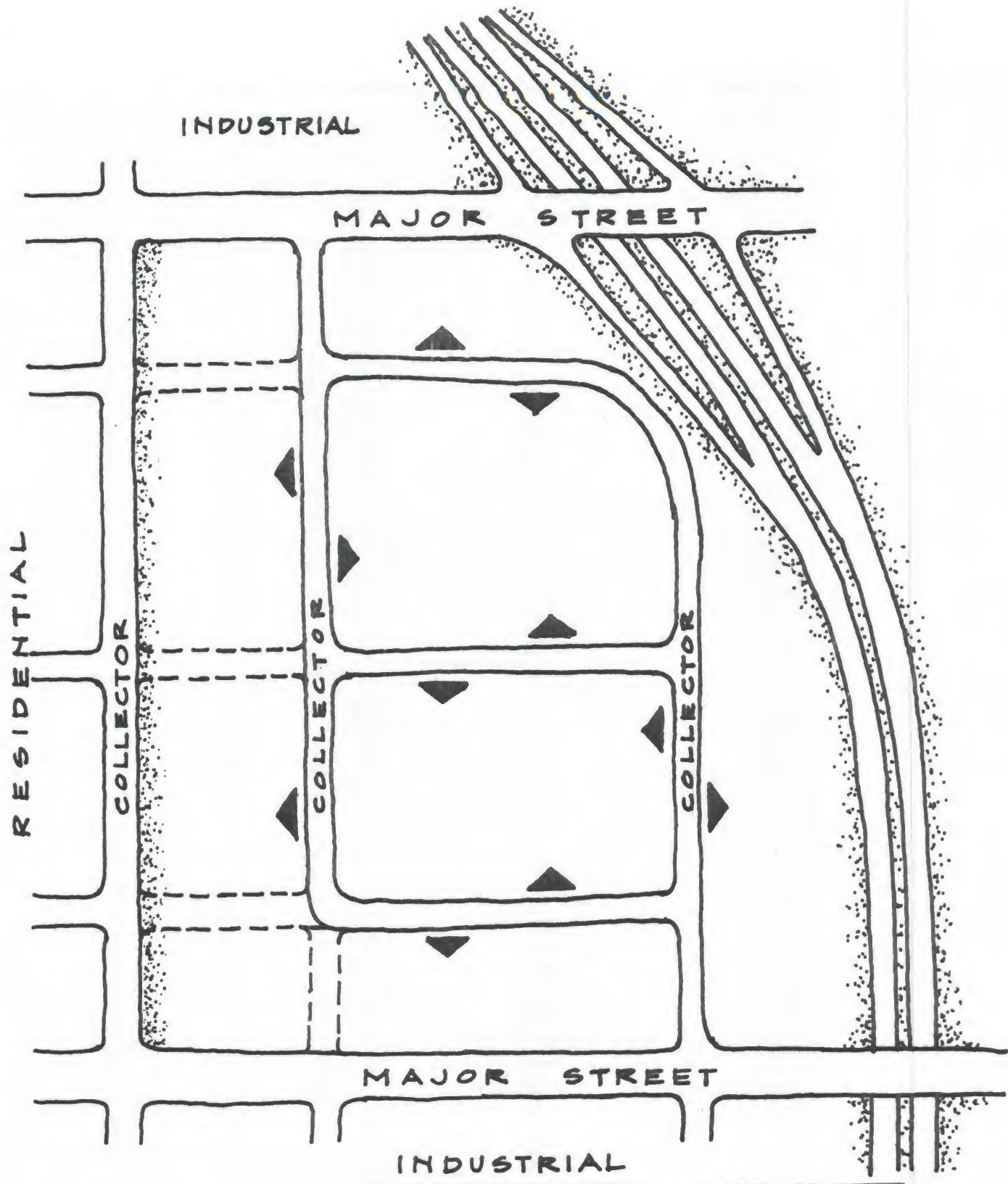
1:3 (1 sq. ft. of building space to 3 sq. ft. of total land and building area)

Industrial Criteria

1. Convenient access to major streets, highways.
2. Convenient access to labor supply.
3. Generally, level land, with adequate load bearing capacity.
4. Exclusive entrance and egress from major and collector streets (not to be shared with residential access).
5. Consolidation into industrial parks:

Existing industry should wherever possible be consolidated into industrial parks. This is particularly important in regard to:

- a. establishments requiring extensive terminal facilities and/or generating large volumes of truck traffic.
 - b. establishments which emit noise, vibration, smoke, or odor.
 - c. outdoor storage and salvage yards.
6. Concentration on attracting new industrial activities which are labor intensive.



CONCEPT OF RECOMMENDED
INDUSTRIAL PATTERN

Public School Standards

1. Pupil-teacher ratio:
one classroom per 25 pupils (objective)
2. School service area:
walking distance - 1/4 to 1/2 mile maximum

Public School Criteria

The following criteria are employed in the determination of proposed adjustments (expansion, removal, replacement, etc.) in the inventory of public school plant facilities:

1. Minimize walking distances to all schools.
2. Minimize the number of school plants for which major physical adjustments and modifications are recommended.
3. Select only the oldest school plants for adjustments where possible (because the older schools will require major rehabilitation in any case if they are to be retained in the system).

Recreational Space Standards

Table 6
Minimum Space Standards

	<u>Acreage</u>	<u>Approx. Size</u>
Neighborhood Parks	2.00 ac./1000 pop.	5 to 20 ac.
Playfields	1.25 ac./1000 pop.	10 to 25 ac.
Playgrounds	1.25 ac./1000 pop.	5 ac.
School Playgrounds	100 sq.ft./pupil	(based upon standard capacity of 25 pupils per classroom)

Recreational Criteria

1. Location of recreation space adjacent or near schools wherever possible.
2. Greater concentration of recreational facilities in higher density residential areas.
3. Location of open space in reference to pedestrian circulation system wherever possible.
4. Provision of common open space within large scale residential redevelopment areas.

Circulation Criteria

Vehicular Circulation

Protect residential neighborhoods and other uses from through traffic, including trucks, by:

1. Locating expressways and arterials along the periphery or natural boundaries of existing neighborhoods.
2. Minimizing the routing of arterials and expressways through residential neighborhoods.
3. Maximizing the use of expressways and arterials as natural break points between land uses.

Designate streets according to function:

Local streets should --

1. Provide direct frontage access to abutting properties.
2. Avoid carrying through traffic.
3. Include a right-of-way width of 50 to 65 feet.

Collector Streets should --

1. Carry traffic from local residential streets to arterials or expressways.
2. Utilize driveways into adjacent property in order to reduce on-street parking.
3. Include a right-of-way width of from 60 to 80 feet.
4. Carry a maximum of 8,000 vehicles per day.

Arterial Streets should --

1. Move large volumes of vehicles from one part of the City to another allowing for smooth traffic flow.
2. Include a right-of-way width ranging from 80 to 120 feet.
3. Have limited access; i.e., infrequent intersections with local streets, and a very minimum number of service drives (curb cuts) to abutting property.

Pedestrian Circulation

1. Use pedestrian walkways to link community facilities, shopping facilities, schools, recreation and open spaces.
2. Pedestrian walkways should function not only as circulation routes, but also as areas of open space and recreation.
3. Separate pedestrian walkways from intersecting minor streets so as to form a continuous path wherever possible.

V LAND USE PLAN

Introduction

This Land Use Plan provides a framework within which a full range of implementation programs can proceed towards the goals and objectives established by the Model City citizens. The plan sets up a land use organization including all necessary community facilities within the structure of a circulation pattern adequate for City and local traffic movements. This plan is carefully designed to provide a framework for an increasingly better living environment for the residents and to enhance the development potential of the area.

Relationship to Goals

This Land Use Plan is based on the goals established for the Model City area which were discussed in Chapter III. The prime elements of concern are:

1. Employment and Economic Development
2. Housing and Environment
3. Educational Opportunities

Employment and Economic Development

The first priority as expressed by the Model City residents is to increase their economic and employment opportunities. This requires an increase in the amount and quality of industrial and commercial land which will encourage new enterprises and thus provide more jobs for Model City residents. Four new industrial districts totalling 209 acres are proposed by the plan while at the same time retaining many existing smaller sites and individual establishments. Some marginal industrial sites, or those which are disruptive to the residential areas, have been eliminated and/or recommended for relocation. The proposed industrial parks have been located around existing industrial sites which will allow them expansion potential and access to required major streets and rail lines. Through a system of land trade-offs or purchases, industries currently operating in areas designated for residential use can be offered relocation sites in new industrial parks. Successful marketing and development of the industrial sites could generate about 3,000 new jobs. Through an implementation program of industrial development, enterprises which generate jobs specifically oriented to the available skills of Model City residents and offer training opportunities should be encouraged to locate in Model City. This should help alleviate the high unemployment rate in the area.

The general exodus of population and businesses in the past ten years has resulted in the decline of available commercial facilities. The housing currently being built and the new units

to be developed in the near future (particularly if non-subsidized) will not only increase the population, but also the potential buying power. Three types of commercial facilities are designated in the plan. The first are the two largest existing shopping districts, located on Franklin Avenue and 14th Street, offering a wide-range of commodities and services. An economic redevelopment plan is currently underway to revitalize and modernize these two centers. Four small neighborhood shopping districts have been strategically located to better serve surrounding neighborhoods. These are located on collector or arterial streets in order to provide good access and to eliminate commercial traffic within residential neighborhoods. Off-street parking, plus space for new construction where additional facilities are required to meet projected services area population demands, has been made available. To further facilitate access, the pedestrian circulation system is oriented to these shopping facilities. A number of small convenience shops are also proposed within the neighborhoods. These will also provide new possibilities for entrepreneurship for neighborhood residents.

Housing and Environment

There are a variety of objectives directed towards the development of more higher quality dwelling units.

The construction of low and moderate income housing on land that has been set aside for residential use is seen as the means of achieving the following goals and objectives: housing choice, ownership, availability of low cost and public housing, and the breaking-up of concentrations of low income housing. The Land Use Plan facilitates such efforts by assembling total blocks of land for residential use, encouraging total block development which will result in economies of scale for developers and internal security for residents. The use of such incentives is part of the housing development strategy proposed in the Implementation Plan. Continuing efforts will be made to attain a housing mixture of various income levels including market rate housing. The unique features of downtown St. Louis and the proposed open spaces, convenience shopping center, and new school improvements should help attract market rate housing.

Land has been set aside for the development of additional public facilities. The amount of land for public open space (parks and playgrounds) has been expanded from 86 acres to 153 acres. This considerable increase is brought about through the vacation of street rights-of-way and through the assembly of potentially available land.

In the DeSoto-Carr Urban Renewal Area, the land write-down cost will facilitate the acquisition of land for open space. Internal open space will be provided in areas designed for redevelopment.

Additional space has been allocated for a community services core, and the construction of new community facilities such as neighborhood centers, swimming pools, and a health center.

Areas which have architectural and planning significance are specially noted. Zoning and other controls will be applied to such areas to insure the preservation of continuity.

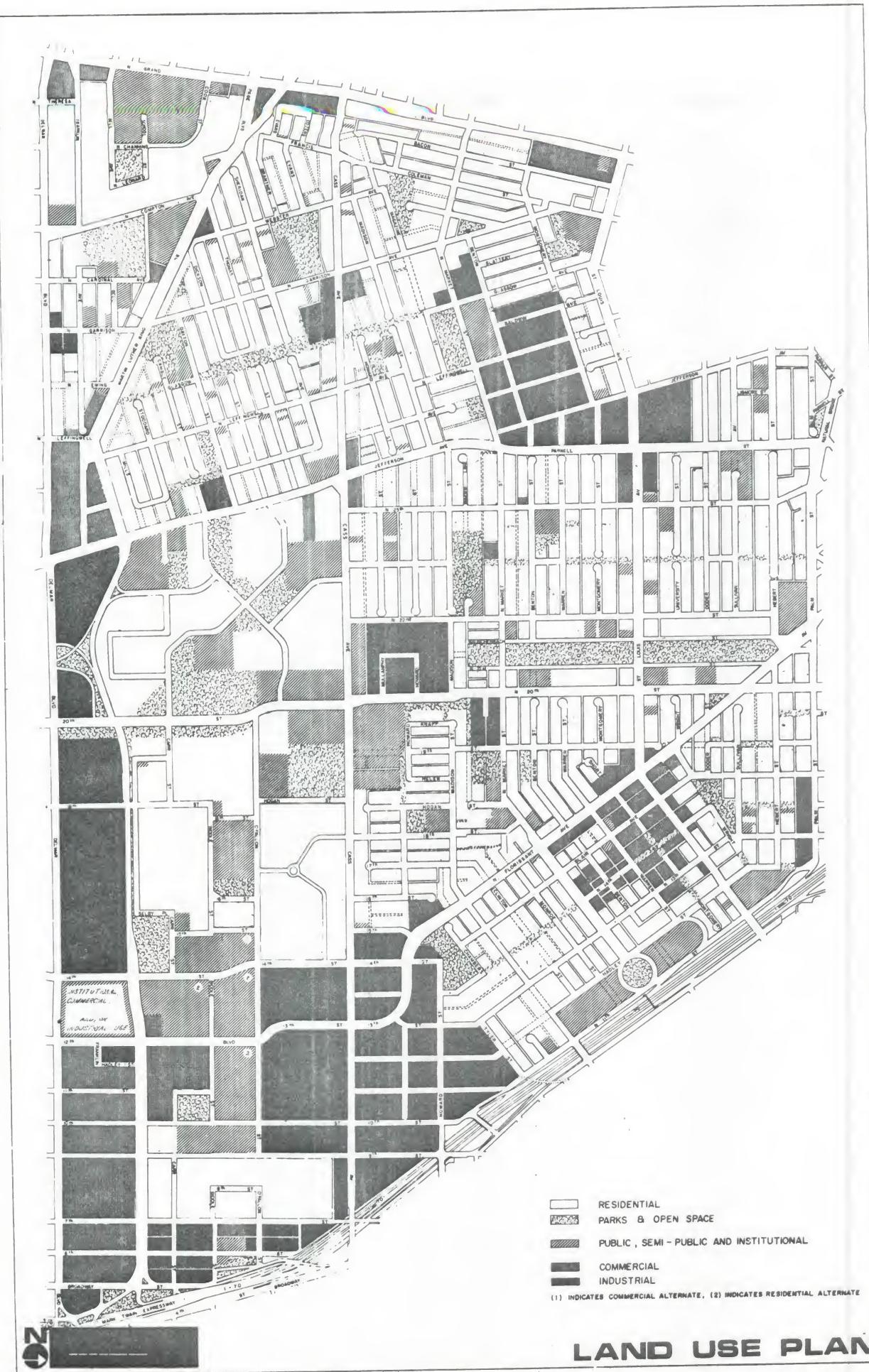
One of the more notable features of the Plan is a highly structured street and pedestrian circulation plan. The street system functions to discourage through traffic from using residential streets by the use of cul-de-sacs at the ends of blocks. Service vehicles will have access through such streets so as to not impede their functioning. A system of collector streets connects residential neighborhoods. Those traversing through neighborhoods are kept to a minimum, thus reducing the amount of through traffic. In most cases, houses front on less traveled local streets rather than on collectors. Major streets are designed within the system so as to form neighborhood boundaries and to carry all through traffic.

The pedestrian circulation system, primarily through a system of street vacations, connects community and commercial facilities within neighborhoods and focuses on the centrally located community services core at 20th Street and Cass Avenue.

Educational Opportunities

Educational services to Model City residents are improved by the employment of the park-school and community school concepts. These will extend the use of the school grounds and buildings by the residents well beyond the normal school hours.

The physical capacity of Model City schools is improved with a net increase of 85 classrooms. The playgrounds related to the schools are nearly doubled in size. Instructional quality should be improved by a lowering of the teacher-pupil ratio to a standard of 1 to 25.



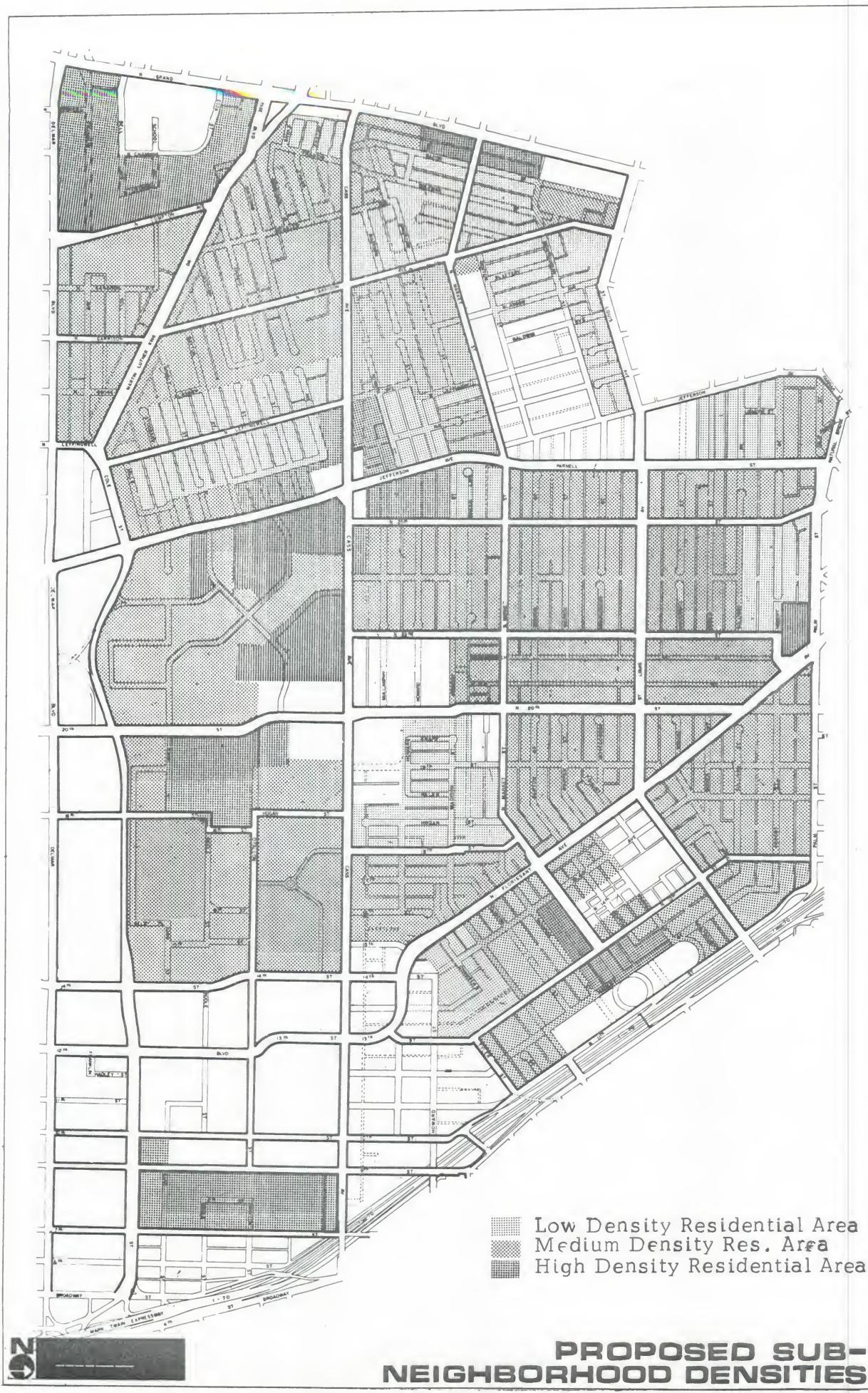
Proposed Residential Areas

The plan has defined sub-neighborhoods within Model City as discreet units bounded by major and collector streets and containing some variety in housing types and tenancy with neighborhood services and shopping facilities located for convenient access. St. Louis is noted for its distinctive neighborhoods, and new residential construction and rehabilitation must positively reflect a good understanding of distinct neighborhood character.

The proposed Land Use Plan delineates low, medium, and high residential density categories within sub-neighborhood areas. The rationale behind density designations is based upon the principle of maximizing development potential. Generally, it is conceived that densities should increase to higher than average in areas adjacent to proposed rapid transit stations and in close proximity to the downtown core. High density redevelopment areas are also proposed adjacent to arterial streets. In most instances low and medium density residential areas are designated in sub-neighborhoods in which the existing housing pattern will remain substantially intact.

The objective of this plan is not to redevelop residential areas into homogeneous blocks of housing. A mixture of land uses is desirable insofar as additional uses are compatible and provide a service function. Ancillary uses not specified in the land use plan but which are acceptable within designated residential districts include churches, schools, non-retail service institutions, individual service and retail shops, and small convenience centers.

Recalling the economic deficit in Model City, it was stated that theoretically over 5,100 new dwelling units had to be constructed, or over 10,300 units had to be rehabilitated in order to meet the sustenance level. Since the projected Model City population will not require a total housing volume to exceed in number the existing stock, the alternatives are to cut into the marginally sound housing stock with additional replacement units, or to undertake extensive rehabilitation, or to increase the value of new units by building market rate housing valued in excess of the average value of low and moderate income housing. A case can be made for a combination of all of these alternatives. However, for the area to become economically viable, a significant portion of the total housing stock must be market rate in order to broaden and stabilize the tax base.



PROPOSED SUB-NEIGHBORHOOD DENSITIES

Proposed Commercial Centers

One of the major objectives of the plan is to consolidate retail commercial uses into functional units in order to enhance shopper convenience, security and local entrepreneurship.

Based upon the projected population, existing shopping facilities and commercial space standards, the following shopping facilities are proposed to meet projected requirements: two major neighborhood shopping districts, four minor neighborhood shopping districts, and seven neighborhood convenience centers. In addition, vehicle-oriented retail uses along Grand Avenue at Easton, and North Florissant south of St. Louis Avenue are projected as continued uses.

The two major neighborhood shopping districts, Franklin Avenue west of Jefferson, and Fourteenth Street south of St. Louis Avenue, are proposed for continued use in the Model City area. These districts are projected to serve a combined population of about 60,000, an increase of approximately 4,000 over the 1970 level. This additional service population will require expansion of the area included in the shopping districts, primarily representing additional off-street parking.

Table 7
Proposed Major Neighborhood Shopping Districts:

<u>Location</u>	<u>Anticipated Service Area Population</u>	<u>Proposed Retail Floor Area</u>	<u>Proposed Total District Area</u>
1. 14th Street	25,000	163,000 sq.ft.	418,000 sq.ft.
2. Franklin Ave.	35,000	186,000 sq.ft.	530,000 sq.ft.

The plan calls for the refurbishing of these two existing districts with improved visual effects and expanded peripheral parking.

Four minor neighborhood shopping districts are planned at strategic sites located to enhance their marketability and service to neighborhood residents. The proposed districts meet locational criteria by being situated adjacent to major streets and accessible by major pedestrian routes.

Table 8
Proposed Minor Neighborhood Shopping Districts:

<u>Location</u>	<u>Anticipated Service Area Population</u>	<u>Proposed Retail Floor Area</u>	<u>Proposed Total District Area</u>
1. Jefferson-Cass	7,200	40,500 sq.ft.	162,000 sq.ft.
2. St. Louis Ave. & 25th Street	4,000	22,500 sq.ft.	90,000 sq.ft.
3. Grand Ave. & St. Louis Ave.	7,500	43,000 sq.ft.	170,000 sq.ft.
4. 14th Street & O'Fallon St.	4,500	25,000 sq.ft.	100,000 sq.ft.

At least eight convenience centers are planned in locations between the service areas of the larger shopping districts. Five planned centers build upon an existing core of retail uses, while three centers are proposed as new facilities within redevelopment areas. Convenience centers not identified in the plan may be added as market conditions dictate. Convenience centers are located at intersections of collector streets or along arterial streets for convenient access.

Proposed Convenience Centers:

- Easton Avenue and Webster Avenue
- Easton Avenue and Cardinal Avenue
- Cass Avenue and Garrison Avenue
- North Market Street and 23rd Street
- North Florissant Avenue and Chambers Street
- Villa-de-Ville renewal area at 17th Street
- 12th Street and Biddle Street
- Neighborhood Garden Apartments at 7th Street

The planning of proposed convenience centers does not preclude the locating of small retail and service shops within new planned residential areas.

New retail space is also allocated within the proposed Convention Plaza and the proposed African-American Cultural and Trade Center, subject to the completion of final design plans.



Proposed Industrial Districts

A top priority goal of Model City citizens is to obtain employment opportunities for every resident. A major source of employment lies in the industrial sector of economic activity. Simultaneous with the improvement of residential neighborhoods is the need to develop new and improved industrial districts.

A projection of present and future employment needs as measured against industrial space standards indicates the amount of industrial land which should be reserved in the Model City area in order to absorb the industrial sector of the total labor force.

Present Employment Needs:

Of the total estimated 1970 Model City labor force, about 12% were unemployed. Therefore, to provide the ability to reduce unemployment to zero, about 3,000 additional jobs need to be created, using 1970 base figures.

It is estimated that 56% of the total employment activity among Model City workers takes place in establishments which could be classified as industrial. Assigning this ratio to the unemployed labor force, approximately 1,680 additional jobs for residents are needed.

Assuming that not all new jobs created will be taken by Model City residents, a 30% non-resident factor can be added to allow for outside workers. This results in an adjusted figure of 2,400 jobs.

Based upon standard ratios of employees to building area, and building area to net land area, it is estimated that a total of 69 additional acres of gross industrial land is required to absorb the total present labor force.

Future Employment Needs:

Based upon the present ratio of labor force to total population, the projected future added labor force is an estimated 1,580

out of a future added population of an estimated 4,800. This results in approximately 880 industrial jobs, or an adjusted total of 1,250 jobs taking non-resident workers into account.

Applying standard area ratios, the future added industrial labor force will require an additional 36 acres of gross industrial land.

Industrial Space Requirements:

Taking into account the fact that an estimated 33 gross acres of existing industrial land is presently located in areas planned for ultimate non-industrial use, the gross acreage requirements for new industrial park land amount to 138 acres.

Net acreage requirements (excluding public or common right-of-way) amount to about 103 acres.

Planned Industrial Parks:

The redevelopment of four existing industrial areas is crucial to meeting the employment needs of the projected Model City work force. These four districts, located in reference to major streets and away from the heart of residential neighborhoods, are briefly described as follows:

1. Continuation of industrial use in the area north and south of Cass Avenue between 14th Street and I-70. The emphasis in this area will be to attract new labor intensive industrial establishments into scattered sites which are presently not being fully utilized. Approximately 25% of the total industrial area is in this condition and therefore potentially available for site preparation and sale to developers.
2. Establishment of a substantially new industrial park encompassing portions of Yeatman and Montgomery-Hyde Park neighborhoods in the vicinity of St. Louis Avenue and Parnell Street. Approximately half of the total industrial park area is potentially available for sizeable tracts of land for developers.

3. Establishment of a new industrial park east of 20th Street between Delmar and Cole Streets. The development of this area would take place under the DeSoto-Carr Urban Renewal program.
4. Expansion of existing industry northwest of 20th Street and Cass Avenue. A small "mini-industrial park" is proposed which would develop the remaining third of the total area, including better access and insulation from nearby residential areas.

One of the objectives of the land use plan is to consolidate existing industrial activity into planned industrial parks. The gradual relocation of industrial establishments presently located in planned residential neighborhoods will be necessary in order to achieve this objective. Relocation should take place as new industrial park land becomes available, giving selection priority to establishments with a high employment to land area ratio. This can be accomplished in part by a system of land trade-offs whereby land within housing redevelopment areas is traded for prepared industrial park land.

A study of potentially available new industrial land for development within planned industrial parks reveals a total estimated 89 acres:

Table 9
New Industrial Land Availability Estimates:
(in net acres)

<u>Park Location</u>	<u>Total Land Area</u>	<u>Land Potentially Available</u>
Delmar-Cole	53.1 acres	41.2 acres
Lower Cass Avenue	97.9	24.4
Jefferson Avenue	44.9	19.4
20th & Cass Avenue	13.5	4.4
	209.4 acres	89.4 acres

The Potential for Industrial Development:

The answer to the problem of converting planned industrial sites into new industrial development and ultimately new employment opportunities is primarily a function of adequate planning and marketing.

As far as planning is concerned, guidelines for development and preliminary site plans ought to reflect the kinds of establishments which are most likely to locate in the Model City area:

Service-oriented and manufacturing establishments are most feasible in terms of meeting labor market demands. Examples include:

1. Assembly and assembly-line industries such as lawn mower, bicycle and electronics assembly; metal stamping, printing, packaging and hand tools manufacturing.
2. Service supportive industry to large manufacturing establishments located in St. Louis suburbs.
3. Environmental enhancing industries such as a paper recycling (wet process) plant, lead acid battery plant, or solid waste products manufacturing plant.
4. Modular home building industry to include component parts manufacturing.

Realistically, establishments most likely to be drawn into the Model City area are small, singly owned enterprises. However, industrial park site plans should be flexible enough to allow for nearly all types of operations. The major consideration in limiting types of industry should be noxious effects. Noise and air pollutant industries should be eliminated from consideration. It is suggested that heavier type operations be limited to the Cass-12th industrial park. The relocation of trucking terminals would also be appropriate for this area because of highway and rail access.

The new skills training center will attain maximum effectiveness by relating functionally and locationally to new industrial enterprises which can take advantage of its services, i.e., enterprises which are most labor intensive and which employ a variety of skills. It is suggested that within the adjacent Jefferson Avenue industrial park a modular home building factory, and several small establishments would be appropriately located.



**PROPOSED
INDUSTRIAL DISTRICTS**

Proposed Community Facilities

Public Elementary Schools

The proposed public school system designed to serve the Model City area is based upon the projected school age population needs. In projecting future classroom needs, certain assumptions are taken into account: (1) the ratio of school age population to total population will probably decline slightly from the present ratio of 25.1%; (2) a proportion of pupils will be attending parochial schools in the area; a factor of 5% has been allowed in the proposed school plan; (3) the Model City population has been exclusively assigned to schools within the Model City boundary, with the exception of an estimated 90 pupils assigned to Bates School.

Estimating classroom needs:

A total Model City population of 54,700 would yield a school age population ranging from approximately 13,100 to 13,700. At a standard capacity of 25 pupils per classroom, most existing schools will sufficiently handle the neighborhood school age populations if schools are redistricted to reflect the projected population distribution. The estimated school age population to be served by Model City elementary public schools is 13,070, or about 3,000 over the 1970 level.

Meeting projected needs:

The plan calls for a total standard capacity of 13,100 pupils. This is equivalent to 524 classrooms, amounting to a net increase of 85 classrooms.

The plan proposes the following school plant replacements:

1. Carver
2. Curtis and Curtis Branch
3. Howard

Additional plan recommendations are as follows:

Carver relocation and expansion -
(from 17 to 40 classrooms)

Divoll replacement and expansion -
(from 30 to 41 classrooms)

Howard replacement and expansion -
(from 12 to 21 classrooms)

Franklin - remove from inventory

New Montgomery neighborhood school.
Proposed location: Sullivan Street east
of Parnell. Number of classrooms: 36.

Carr expansion (from 12 to 40 classrooms).

Henry expansion (from 28 to 32 classrooms).

The proposed school plan takes note of the fact that increases in classroom space are required in areas where population shifts have occurred. An overall school population shift from the southeast and south central portion of Model City to the north central portion has already taken place, creating pressure for a new school in the north Montgomery-Hyde Park area. Another shift into the Blumeyer area has created pressure for additional classrooms in the Compton Avenue area.

It is proposed that Dessalines special school eventually close operations in its present location in a predominantly industrial area, and relocate in the centrally situated Community Services Core area.

The Community School concept is employed in the Model City area, meaning that a school's facilities and teaching resources are available to the neighborhood at large. Comprehensive educational and recreational programs are offered to children and adults alike. The following schools in each Model City neighborhood have been selected as community schools.

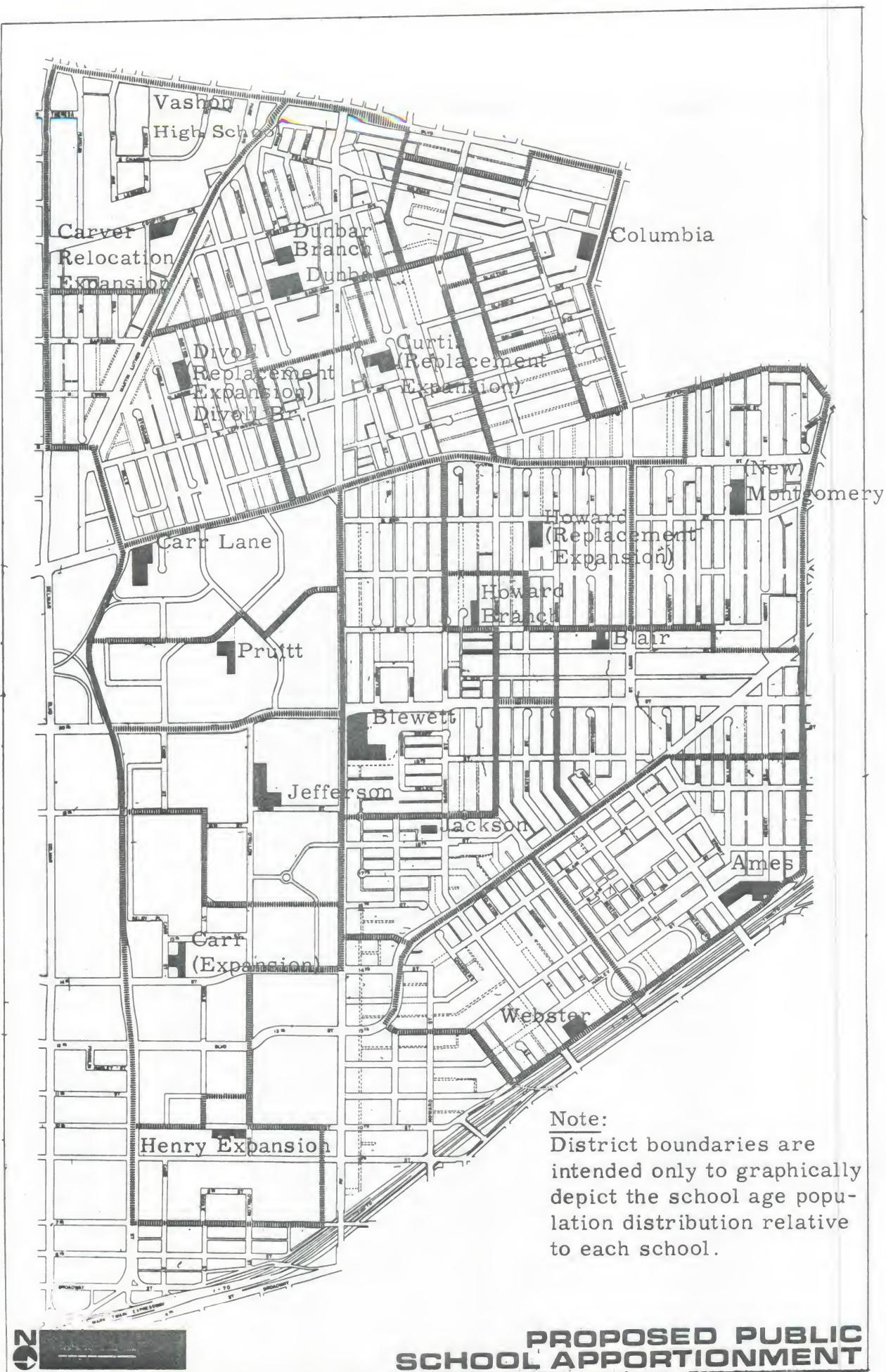
Carr-Central: Jefferson School
Montgomery-Hyde Park: Howard School
Murphy-Blair: Jackson School
Pruitt-Igoe: Pruitt-Igoe School
Yeatman: Columbia School
Dunbar School (operated by CORE)

The Park-School concept is another important concept which has been incorporated into the plan. To the extent possible, schools should be located adjacent to open space areas, or include playground areas of their own. Such recreation areas should function as neighborhood facilities, made available on a full-time basis.

The proposed school distributing plan map represents a graphic description of the projected school age population distribution relative to each school (Table 10). The apportionment is based upon the assumption that all schools on the inventory are designated K through 8th grade. If school board decisions are made to split grades among schools or introduce middle schools, the appropriate districting adjustment should be made.

Table 10
Inventory of Proposed Public Elementary Schools

<u>Name</u>	<u>School Age Population to be Served</u>	<u>Proposed No. of Class-rooms</u>	<u>Standard Capacity 25 per Room</u>	<u>Net Increase In Class-rooms</u>	<u>Comments</u>
Carver	1,000	40	1,000	23	Build new 40 room school (ne
Curtis	765	31	775	12	Build new 31 room school
Divoll	1,020	41	1,025	11	Build new 41 room school
Dunbar	845	34	850	0	
Columbia	650	26	650	0	
Carr Lane	800	32	800	0	
Pruitt	725	29	725	0	
Jefferson	775	31	775	0	
Carr	1,000	40	1,000	28	Expansion
Webster	575	23	575	0	
Jackson	500	20	500	0	
Blewett	750	30	750	0	
Howard	530	21	525	9	Build new 21 room school
Howard Branch	195	8	200	0	
Blair	600	24	600	0	
Henry	800	32	800	4	Expansion
Montgomery (new)	890	36	900	36	Build new 36 room school
Ames	650	26	650	0	
Franklin	-	-	-	-29	Remove from inventory
	<u>13,070</u>	<u>524</u>	<u>13,100</u>	<u>85</u>	



PROPOSED PUBLIC SCHOOL APPORTIONMENT

02

Proposed Recreation Open Space

Integrally related to the improvement of the housing supply in Model City is the provision of a quality residential environment. The success of a housing program is dependent upon the ability to attract new residents and investors into the area.

The Model City area is presently far below standards in the amount of area devoted to recreational open space. A program is required which will incorporate additional recreation resources and other amenities within and adjacent to new and rehabilitated housing developments as development activities take place. The program must also include the expansion of recreation space adjacent to neighborhood elementary schools.

Estimated Recreation Space Needs:

Employing a non-school recreation space standard of 4.5 acres per 1,000 population: a projected population of 54,700 would require a total area of 246 acres. The total existing acreage in parks, public playgrounds and playfields amounts to 67 acres, leaving a large deficiency of 179 acres.

Total public school playground space needs are based upon the total projected standard capacities of proposed public schools. Employing a school playground minimum space standard of 100 square feet per pupil, and a projected standard capacity of 13,100, the resultant space requirement is 1,310,000 square feet or a minimum of 30 acres. The existing space in public school playgrounds amounts to 20 acres, leaving a deficiency of 10 acres.

Additional open space will be required within cluster-site housing developments. The City's Housing Program specifies that a minimum of 100 square feet of useable open space be provided for each bedroom in any new residential development. Applying this standard to the estimated quantity of Model City land available for new cluster-site housing developments, common recreation space must be increased by a total of at least 25 acres.

Table 11
Proposed Public School Playground Space

<u>Proposed School</u>	<u>Existing Acreage</u>	<u>Standard Acreage Requirements</u>	<u>Proposed Expansion Acreage</u>	<u>Total Combined Acreage</u>
Carver	0	2.29	2.52	2.52*
Curtis	0.94	1.78	.74	1.68
Divoll	0.34	2.35	.00	0.34*
Dunbar	1.63	1.97	.00	1.63*
Columbia	1.47	1.49	3.40	4.87
Carr Lane	1.71	1.84	2.24	3.95
Pruitt	1.61	1.66	.72	2.33
Jefferson	1.53	1.78	.00	1.53*
Carr	0.44	2.29	1.91	2.35*
Webster	1.65	1.32	.32	1.97
Jackson	1.00	1.15	.96	1.96
Blewett	4.30	1.72	.00	4.30
Howard	0.66	1.21	0.66	1.32
Howard Branch	0.37	0.44	.13	.50
Blair	0.38	1.38	.00	0.38*
Henry	0.68	1.84	1.67	2.35
Montgomery (new)	0	2.07	1.28	1.28
Ames	<u>1.40</u>	<u>1.49</u>	<u>.29</u>	<u>1.69</u>
	20.11	30.07	16.84	36.95

* park-school concept applicable.

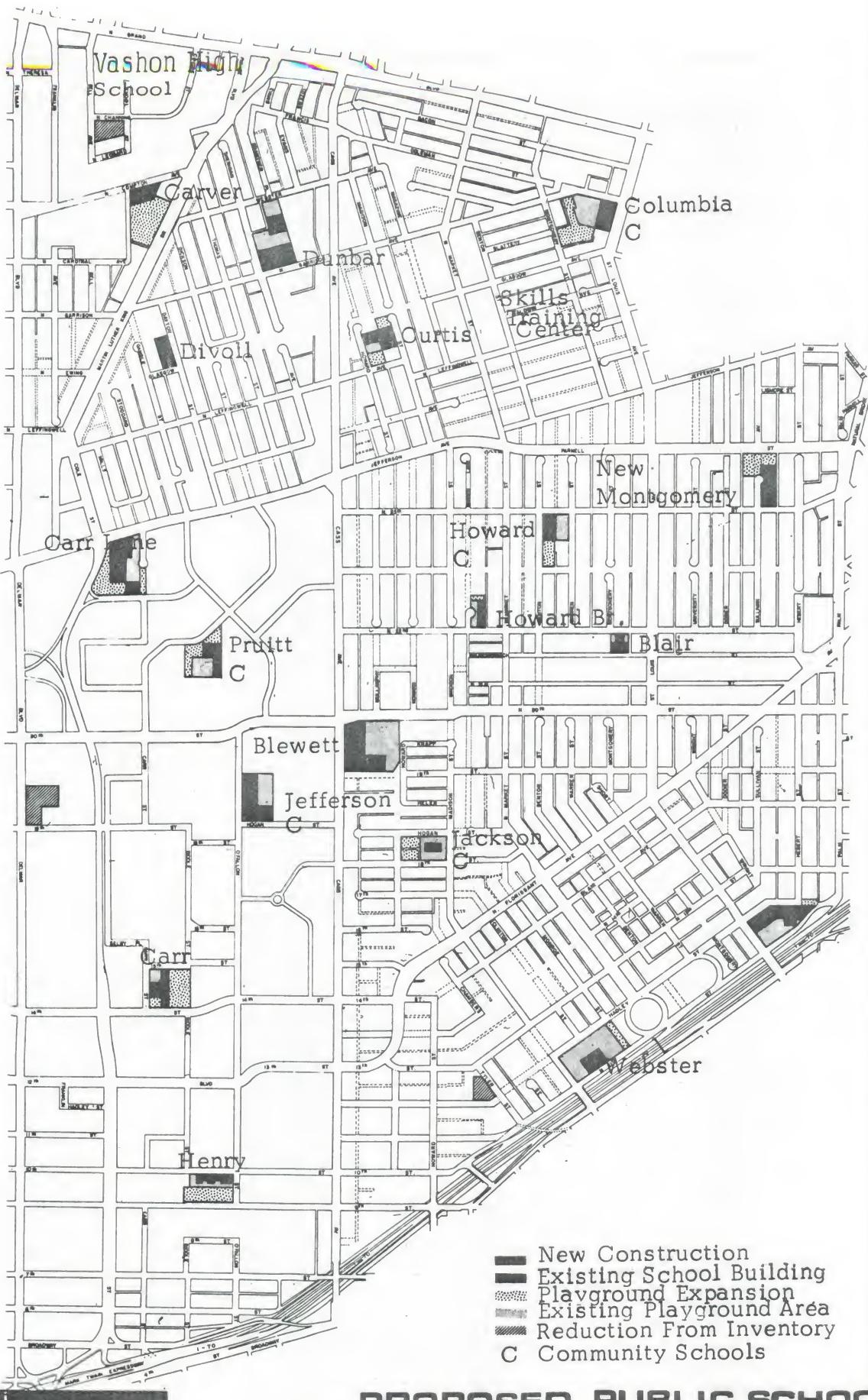
The plan proposes a net increase in school playground acreage of approximately 17 acres, bringing the total to 37 acres. In several instances, public open space is located adjacent or very close to schools. In these cases, the park-school concept is applicable and public open space and school playgrounds are considered interchangeable.

Table 12
Proposed Public Open Space

<u>Model City Neighborhood</u>	<u>Existing Acreage</u>	<u>Proposed Net Additional Acreage</u>	<u>Total Acreage</u>
Carr-Central	15.71	8.39	24.10
Montgomery-Hyde Park	14.13	11.94	26.07
Murphy-Blair	5.27	11.63	16.90
Pruitt-Igoe	17.38	3.92	21.30
Yeatman	<u>14.28</u>	<u>14.83</u>	<u>29.11</u>
	66.77	50.71	117.48

The plan proposes a net increase of 51 acres in parks, public playgrounds and playfields, resulting in a total of 117 acres.

The most effective method of planning an open space program is to disperse scarce useable open space into the widest possible area for maximum coverage, while, on the other hand, reducing fragmentation in order to cut maintenance costs. A system of pedestrian walkways inclusive of active and passive recreation space, small neighborhood parks, and planned open space within cluster-site housing developments, is proposed.



PROPOSED PUBLIC SCHOOL & PLAYGROUND EXPANSION

Table 13
Proposed Total Recreation Open Space

<u>Model City Neighborhood</u>	<u>School Playground Acreage</u>	<u>Public Open Space Acreage</u>	<u>Total Acreage</u>
Carr-Central	6.23	24.10	30.33
Montgomery-Hyde Park	3.48	26.07	29.55
Murphy-Blair	9.92	16.90	26.82
Pruitt-Igoe	6.28	21.30	27.58
Yeatman	11.04	29.11	40.15
	<hr/> 36.95	<hr/> 117.48	<hr/> 154.43

Additional open space land should be incorporated into large scale residential developments at the time they are designed.

Planned open space within cluster-site housing developments is a third classification of open space. Although this internal recreation space would be intended for the occupants of a development, it would indirectly benefit all of the residents of Model City by partially alleviating the pressure on school playgrounds and public parks, playgrounds and playfields. Based on an average of 2.5 bedrooms per dwelling unit and the standard of 100 square feet of open space per bedroom, approximately 25 acres of additional open space could be created. However, any reasonably well-designed housing development should be able to exceed the 100 square feet per bedroom and, in fact, come closer to 150 square feet per bedroom. Using 150 square feet as a guideline, then, approximately 38 acres of additional open space could be created.

The plan proposes an open space allotment of 154 acres of public open space and school playgrounds (See Table 13) plus an additional 38 acres of non-public, common open space within cluster-site housing developments. The result is a total open

space allocation of 192 acres; a net increase of 107 acres over the present inventory of open space facilities.

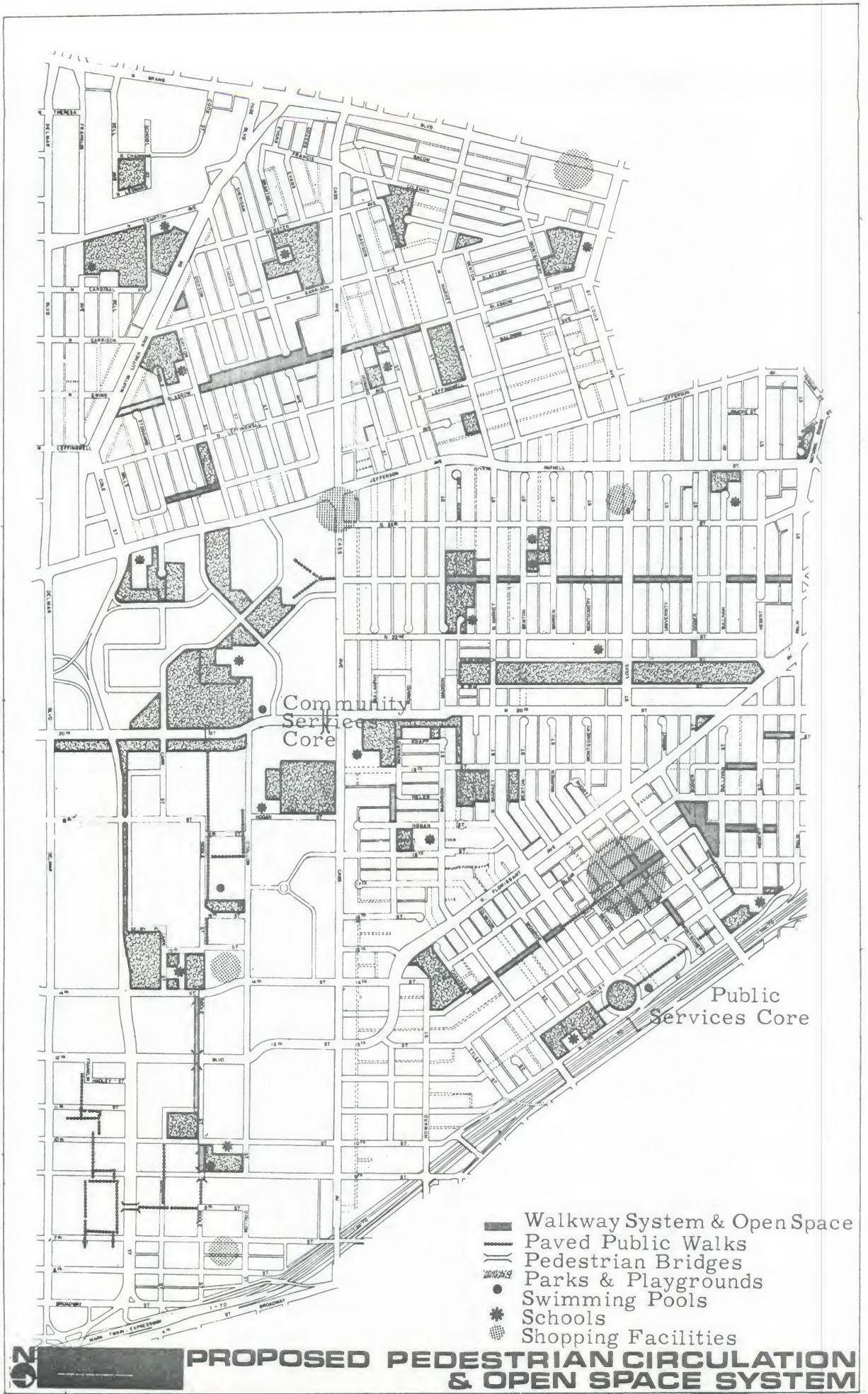
Although this does not reach the standard amount, the total figure does represent what can be considered an optimum balance between the recreation benefits received versus the marginal increase in costs which, when applied to other Model City capital improvements, may outweigh in benefits the marginal cost of assembling additional open space land. Additional open space land should be incorporated into large scale residential developments as those new developments are planned.

In addition to increased open space, new proposals include a recreation facility within a multi-purpose complex to be located in the Carr-Central neighborhood at 16th and Biddle Streets.

Twenty-four vest pocket parks have been constructed in the Model City area under a previous beautification program. Such parks are consistent with the proposed land use plan; however, they should not present an incumbrance upon new development. In the event that an existing vest pocket park is needed for the assemblage of a significantly sized tract of redevelopment land and cannot be incorporated into the redevelopment plan, that park should be made available for the proposed development.

An integral part of the recreation plan is the provision of five outdoor swimming pools. Proposed locations by neighborhood are as follows:

Carr Central:	Proposed Henry School playground at 9th and Biddle Streets
Carr-Central:	Proposed park at 15th and Biddle Streets
Montgomery- Hyde Park:	Proposed Howard School playground extension
Murphy-Blair:	Proposed extension of Jackson Place Park
Yeatman:	Southern section of Chambers Park



Community Centers

Plans call for the provision of five additional community centers as follows:

1. A new community service center-education center located in the Murphy-Blair Public Service Area.
2. A new pre-school child development center to be located in the Murphy-Blair Public Service Area.
3. A new multi-purpose facility to house elderly and child care services for the Carr-Central neighborhood to be located at 17th and Biddle Streets.
4. A new multi-purpose facility to serve the entire Model City area. Such a center would provide a central location for the coordination of area-wide services such as legal aid, day care and child development, elderly social services and youth programs. The facility is proposed for a location adjacent to Crunden Library bridging into the western edge of Murphy Park.
5. A new community building and recreation center at Compton and Franklin, to serve primarily Blumeyer residents.

Health Facilities

A complete health care delivery system includes a centrally located health center equipped with out patient and back-up hospital services in addition to specialized clinical services. Also included in the system are satellite clinics at the neighborhood level.

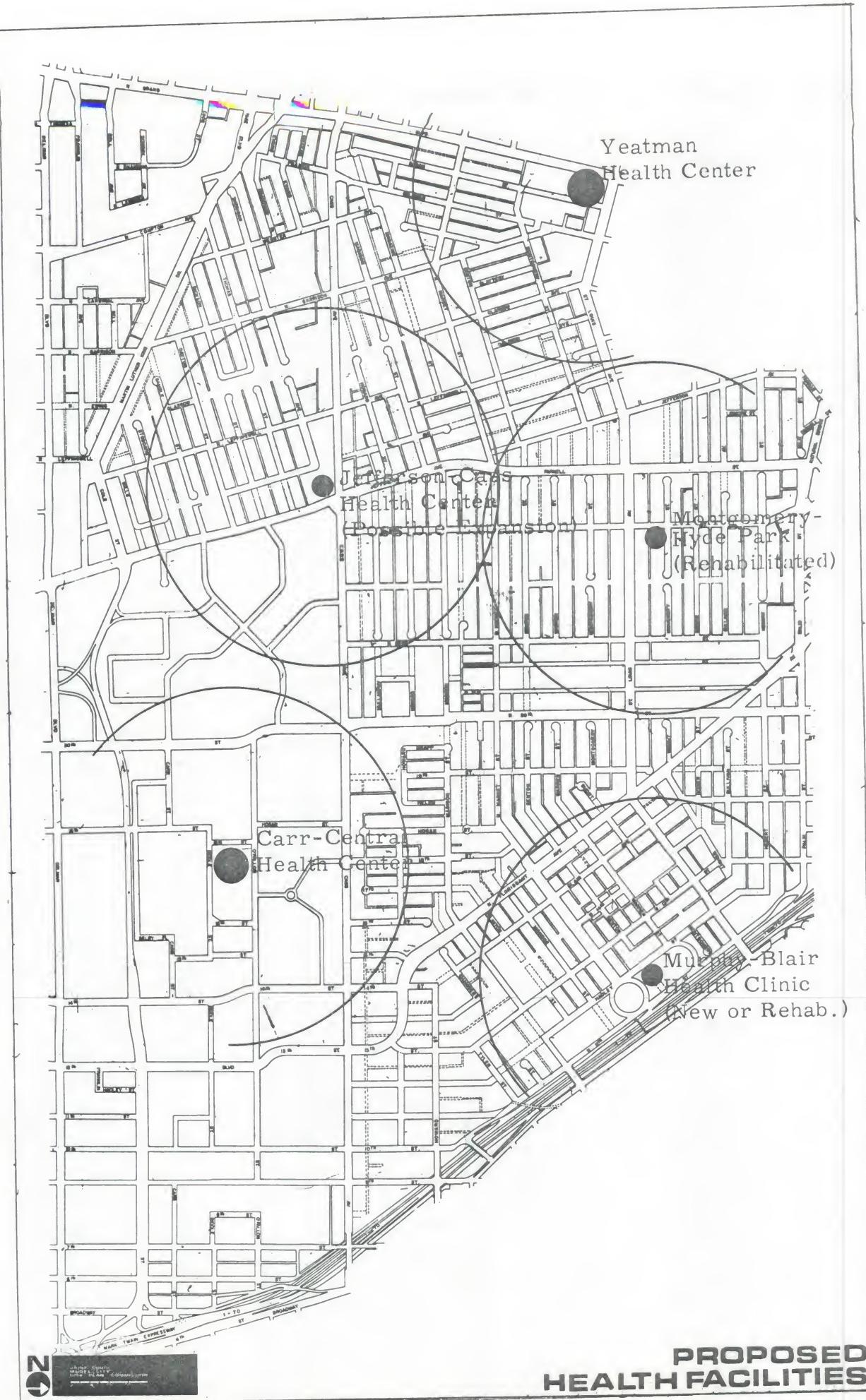
It is proposed that in addition to existing clinics in Yeatman and Montgomery-Hyde Park, the following facilities be provided:

1. A major new health facility to be located on 18th and Biddle Streets. The facility will serve as a neighborhood health center for Carr-Central and also provide certain specialized services on a Model City-wide basis.
2. A new or rehabilitated health clinic to be located in the Murphy-Blair Public Service Area.
3. A rehabilitated facility for the installation of a Montgomery-Hyde Park health clinic adjacent to Sacred Heart Church on 25th Street.

Facilities for Neighborhood Organizations:

Model City neighborhood organizations have taken an active role in physical, economic and social improvement of their respective neighborhoods. The Model City Plan provides for suitable centers of operation of these various community programs. These not only provide office space for such activities but also provide a focal point of neighborhood and block group improvement efforts. Among the facilities for these programs, the plan incorporates the following:

1. A new multi-purpose facility serving the Carr-Central neighborhood to be located at 17th Street and Biddle Street adjacent to the neighborhood health center, as previously noted.
2. The newly renovated headquarters of the Montgomery-Hyde Park Corporation located at the corner of St. Louis Avenue and 25th Street.
3. The Grace Hill House located near Warren and 11th Streets serving as a focus for programs within the Murphy-Blair neighborhood.
4. The Pruitt-Igoe Community Center located adjacent to the Urban Living Center proposed by the Pruitt-



Igoe Task Force as part of the Pruitt-Igoe Neighborhood Plan is proposed as headquarters of the community corporation.

5. The newly rebuilt headquarters of the Yeatman District Community Corporation located at the corner of Compton Avenue and Martin Luther King Drive.

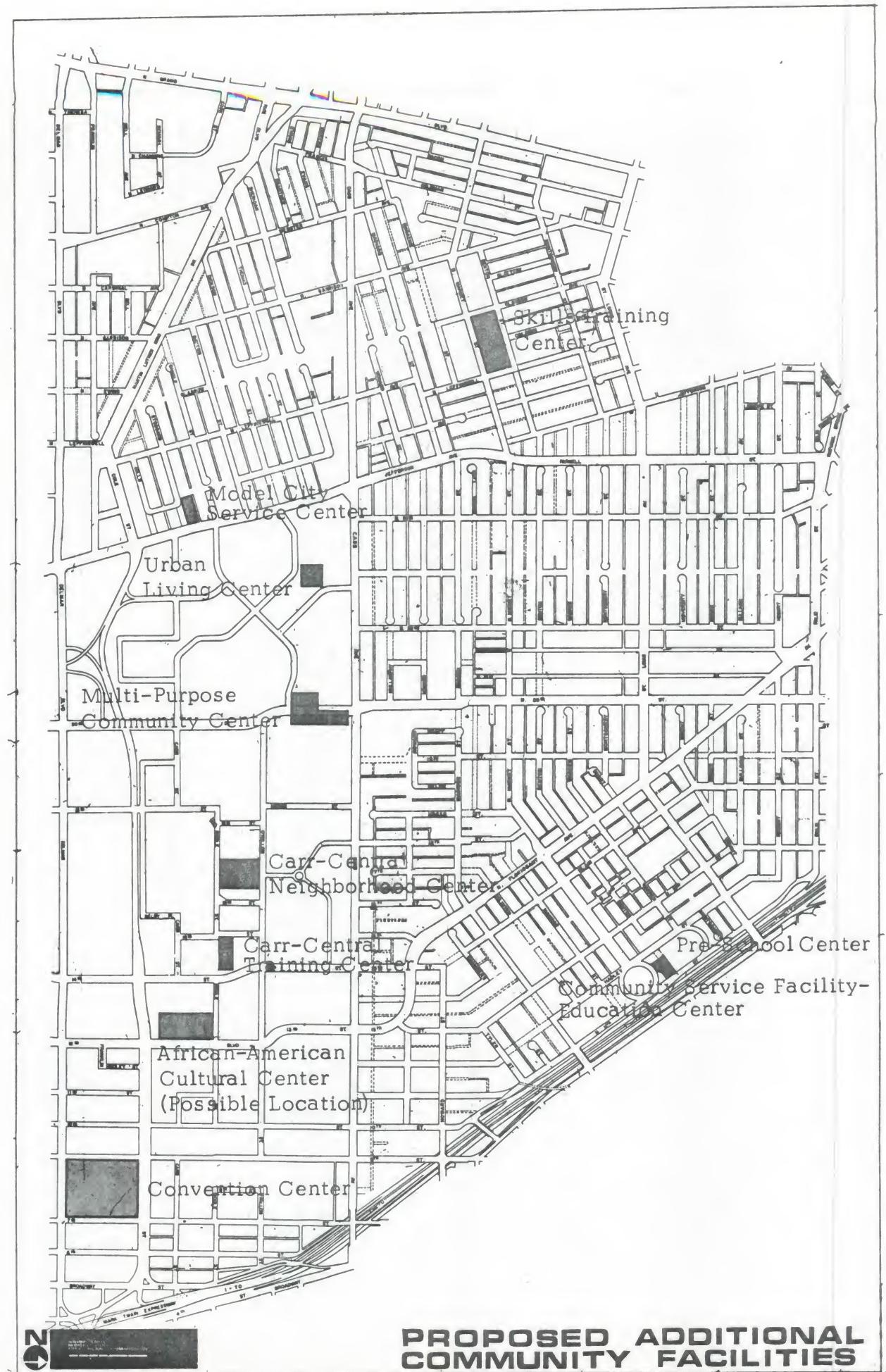
The proposed new community facilities are summarized on the accompanying map.

Space is also reserved in the plan at the intersection of Cass Avenue and 20th Street for additional major community facilities which may be needed to serve the entire Model City area. Centrally located in the Model City area, such new facilities as a multi-purpose recreation facility, a center for special educational programs, teenage center and/or municipal service office, could combine with the existing DeSoto Recreation Center and the existing Crunden Library to form a community service core area.

Convention Plaza

The Model City Land Use Plan accommodates the possibility of a Convention Center and Convention Plaza which would commonly benefit both the Model City area as well as the Central Business District and the entire City of St. Louis. The site chosen for the Plaza (in the DeSoto-Carr Urban Renewal area bounded by Delmar, I-70, Cole Street, and 12th Boulevard) is advantageous for a variety of reasons. It is centrally located, it is within close proximity of the downtown area, the cost of land acquisition is relatively inexpensive, the street access is good, and it is convenient to public transportation.

By the mere fact that the Plaza has been proposed within Model City inevitably connotes a positive and direct effect upon the surrounding vicinity. Construction of the Plaza would not only alleviate some of St. Louis' worst blight, but it would also add an element of stability to the economy. It has been projected that the Convention Plaza would create approximately 4,100 permanent jobs for the unskilled and semi-skilled, \$600,000



PROPOSED ADDITIONAL COMMUNITY FACILITIES

revenue annually for the City, and approximately \$45,000,000 in new business. It would also extend the aesthetic value of the existing downtown renewal, while simultaneously stimulating the re-creation of Model City as a viable part of the urban complex.

Cultural and Trade Center Facility

The St. Louis Model City Area Economic Development Plan* adopted by the Model City Executive Board on April 22, 1971, recommended, as one element in the overall program, a feasibility study for a Proposed African-American Cultural and Trade Facility. While this portion of the economic program has not been funded, the Land Use Plan does reserve space for institutional use which could be put to such a purpose if the feasibility study has a positive result and the concept does advance to implementation.

* St. Louis Model City Area Economic Development Program. St. Louis Model City Board, April 22, 1971. Report states, in part: "...cultural facilities...within the city (do not) portray the rich architecture and contribution of Africa and Afro-Americans to the history and present culture of the United States. Prime beneficiaries of such a center will be the present and future residents of the Model Neighborhood area that would have immediate access to a strong cultural center. In addition, it would provide a major educational facility for both blacks and whites of a city and the metropolitan region. By encompassing a full range of cultural and trade activities, it could combine the rich African heritage with contemporary American design to become a major attraction for visitors to the city from all parts of the United States and throughout the World. Such a center could establish strong ties of friendship and interchange with the emerging African nations. It could further understanding of all Americans of the cultural identity and heritage of the millions of Americans of African descent. The contribution this heritage has made and can make can enrichen the American society.

"The people of St. Louis will benefit greatly from the education and entertainment afforded by the present African-American culture by means of art exhibits, theater, restaurants, clubs, conference facilities and recreational use of outdoor spaces. A great economic contribution would be made to the city by such a center attracting visitors to use the shops featuring imported African goods, restaurants featuring African and American-African foods as well as by the general increase in the visitor business throughout the city."

Circulation Plan

Streets

A functional street plan is essential to the physical framework of the Model Neighborhood to insure ease of movement for residents both within the area and external points of origin and destination. The Model City Street Plan must also be consistent with the Major Street Plan for the entire City as it must operate within this larger context. A positive factor in the Model City Area is that it is fully developed with existing streets; the plan builds upon the existing street pattern by delineating a hierarchy of streets in such a way as to facilitate traffic flow and enhance the safety and viability of adjacent land uses. This hierarchy of streets established in the plan includes -- in descending order of traffic carrying capacity -- the following: Arterial Streets, Collector Streets, and Local Streets.

Arterial streets are identified on the Proposed Street Plan map. Those which involve major improvements include Grand Avenue, Cole Street, Easton Avenue, and 20th Street. In addition to serving as major traffic carriers, arterial streets function effectively as separators between different and in some cases incompatible land uses. Arterial streets provide for the major traffic movement to and from the Model City area.

Collector streets are designed to facilitate internal neighborhood vehicular flow to commercial and community facilities and to carry local traffic from residential streets to arterials. Collector streets are through streets which also carry traffic to and from adjoining neighborhoods. To reinforce the collector system, some streets in the existing grid pattern (those which generally do not provide frontage for lots) were eliminated as traffic carriers. The vacated streets will either be converted into recreational open space within the pedestrian circulation system or will be incorporated into the adjoining blocks as part of reconstruction tracts. Collector streets serving each neighborhood have been reduced in number, thus eliminating unnecessary volumes of through traffic from residential areas.

Local streets, which provide direct frontage access to abutting properties, have been kept intact with a few exceptions. Local street closings are proposed in instances where adjacent blocks have been joined to enhance larger scale development. On some local streets strategically placed cul-de-sacs or turn-arounds have been incorporated into the street plan in order to discourage through traffic from traveling on them. The detailed design of the cul-de-sacs, while eliminating through vehicular traffic, will allow service or emergency vehicles to traverse vacated right-of-way adjoining cul-de-sacs or streets. One-way streets and loop streets are particularly valuable in preventing through traffic in residential areas.

The resulting traffic pattern will be a structured hierarchy of streets designed to expedite the smooth and safe flow of traffic through the Model City area and to insure that residential areas remain as free from undesirable traffic as possible. This should enhance the residential quality of Model City and make its neighborhoods quieter, safer and more marketable.

Existing and proposed industrial sites have been separated from residential neighborhoods to the extent possible. Many of the industrial uses presently located in residential neighborhoods are recommended for ultimate relocation to industrial districts.

Proposed sites for industrial usage are located either in planned industrial parks which will be screened from residential areas and which will have internal traffic systems, or in smaller concentrations of existing, viable establishments which would not be economically feasible to relocate. These latter areas are serviced by collector or arterial streets in almost all instances. Consequently, most truck traffic will be eliminated from local streets in the interior or residential neighborhoods.

The Mark Twain Expressway provides major highway access to the east side of the Model City area. No additional expressway construction is proposed although allowance must be made for ramp connections between the termination of the North-South Distributor Highway and Cole Street. The street plan proposes that Delmar and Cole ultimately be utilized as a pair of one-way arterial streets with Delmar eastbound and Cole westbound, in order to handle the anticipated volumes of traffic generated by the Distributor Highway.

As the Land Use Plan is implemented, there will undoubtedly arise incidences where it would become advantageous to change local streets within the plan in order to allow currently unforeseen physical developments to take place. When it becomes desirable to combine blocks into development packages, such attempts should be reconciled with a well-functioning street system and should not impair the vehicular traffic flow. On the Proposed Street Plan map a number of streets have been marked by dashed lines as potentially vacated. This is done to facilitate the anticipated packaging of new development areas. These streets have been so designated because of the potential availability for reconstruction on adjacent parcels. Of course, street closings should be limited to local rather than collector streets.

In those instances where alleys are designated as potentially vacated, alley rights-of-way may be eliminated but easements for utilities should be retained where required. Where partial block development or rehabilitation will be carried out, alleys should remain. In the proposed street plan, the elimination of certain streets has necessitated the provision of new alleys or the ability to traverse the proposed pedestrian circulation system by service and emergency vehicles.

Public Transit

The arterial and collector streets are designed to accommodate an expanded local bus service. Improved bus service is particularly important in the Model City area in order to serve the large number of Model City residents who either by choice or inadequate financial resources do not have access to private transportation.

An 86 mile rapid transit system has been proposed to serve the metropolitan area. This system would have important implications for Model City, not only in terms of improved public transportation, but also in terms of increased development potential.

Model City is directly affected by the northwest line of the proposed network along which four stations are located: 9th and Delmar, 16th and Delmar, Jefferson and Cass, and Grand and North Market. These tentative station locations are shown on the Proposed Street Plan map. A rapid transit station creates an incentive for intensive development in the vicinity of the station because of its locational advantage of convenience. Each proposed location for a rapid transit station could be considered a potential growth center, and any new development in the vicinity should be designed to accommodate and take advantage of this future potential. The Model City Land Use Plan shows comparatively higher intensity land uses in these areas.

Pedestrian Circulation

As part of the total circulation system, the Land Use Plan proposed a pedestrian walkway system as illustrated by the Proposed Pedestrian Circulation and Open Space System map. These walkways reduce conflicts between pedestrians and vehicles, thus facilitating the safety and movement of each mode. The walkway system links various nodes of activity such as community facilities and commercial districts with residential areas. For example, the 14th Street and Franklin Shopping Centers are tied directly into the pedestrian walkway system.

The system is designed so that walkways are conveniently located in each Model Neighborhood. The entire walkway system generally converges on the proposed community services core where a large recreation and community facility complex is planned.

The pedestrian circulation system actually serves a dual function since the walkways will also be developed as open space areas in selected areas. Space for tot lots, play courts, and passive recreation areas, will be allocated.

Active recreation areas are sited in the larger open spaces along the pedestrian system. The landscaping on the linear system should be similar or related to nearby parks so that continuity is maintained. Also, where the pedestrian system traverses existing rights-of-way, design elements should be arranged so as to identify the route as being continuous. Bicycle paths could

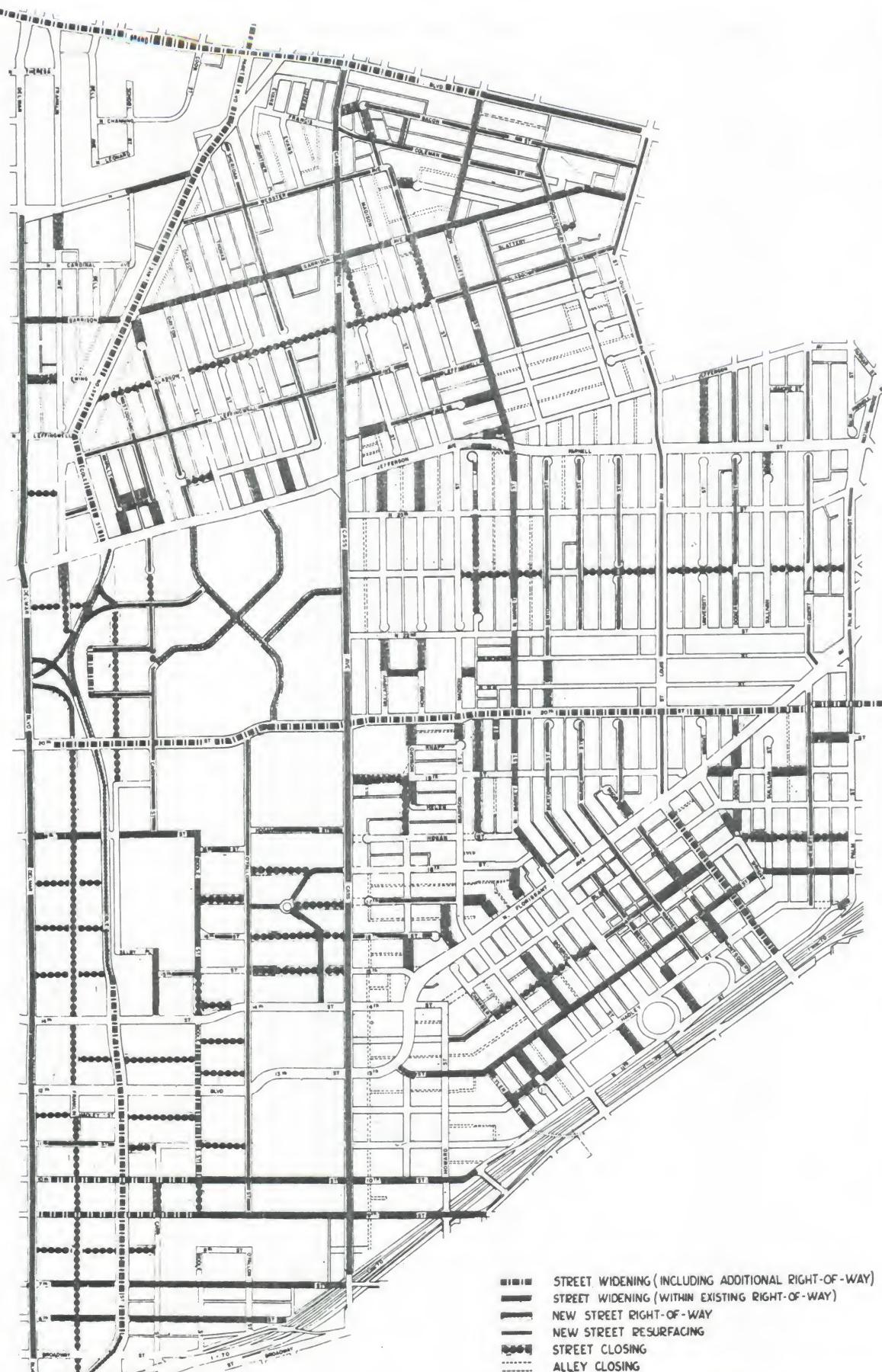
also be located throughout the system. Marked crosswalks or pedestrian controlled traffic lights should be placed at street crossings or intersections.

Land for the walkway system will generally be made available by vacating streets not required in the vehicular circulation system. Where land required for the pedestrian system will not be obtained by vacating streets, vacant or cleared parcels of land will be utilized.

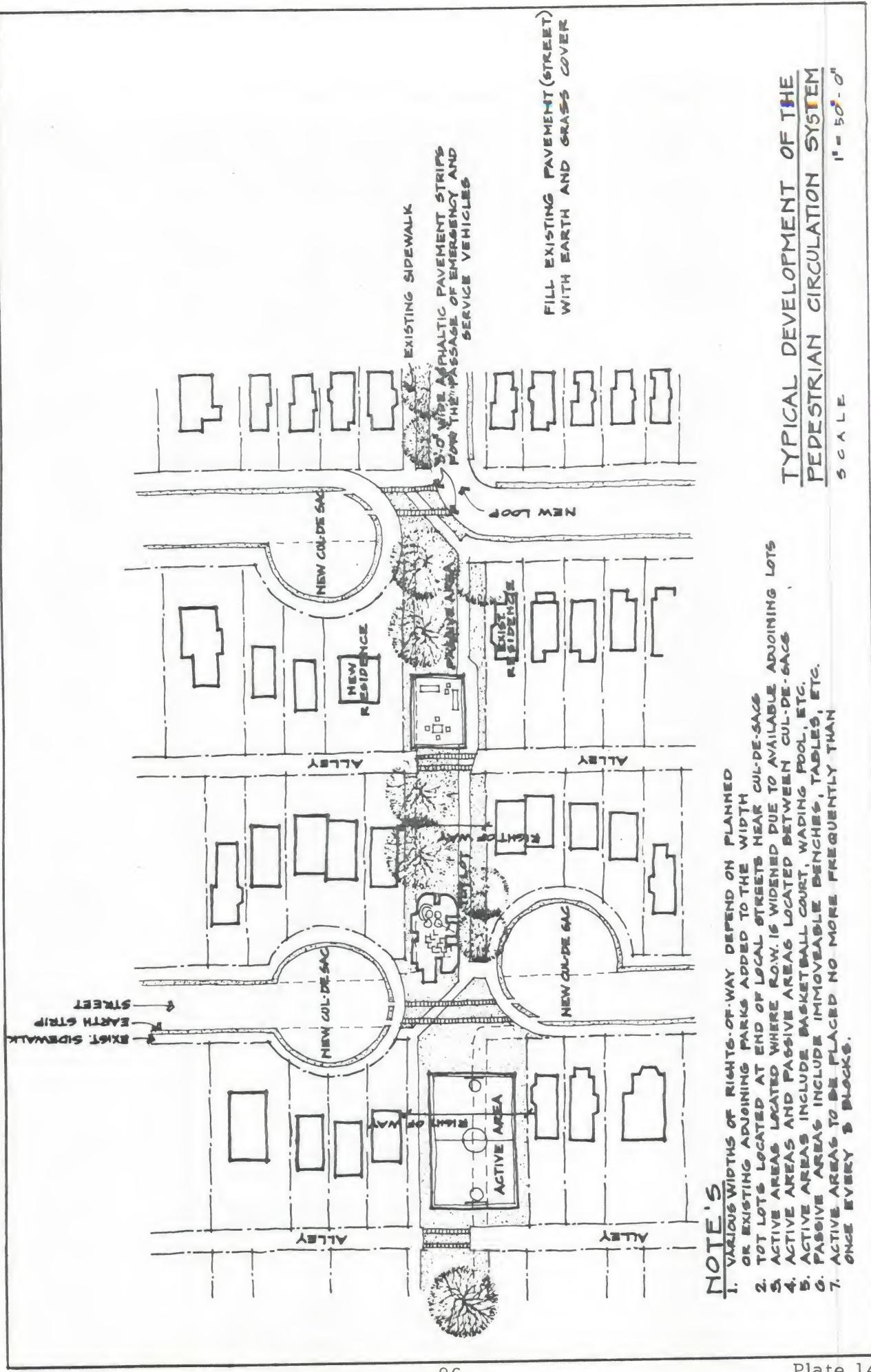
The use of land for combining pedestrian circulation and public open space enhances neighborhood environmental quality. The circulation system should be implemented in conjunction with new housing development in order to enhance its marketability and improve overall neighborhood viability.



PROPOSED STREET PLAN



PROPOSED
STREET MODIFICATIONS



Neighborhood Land Use Plans

This section presents the plan recommendations in terms of a summary for each of the five sub-areas that make up the Model City area; they are:

The Carr-Central Neighborhood

The Montgomery-Hyde Park Neighborhood

The Murphy-Blair Neighborhood

The Pruitt-Igoe Neighborhood

The Yeatman Neighborhood



The Carr-Central Neighborhood

The Carr-Central Neighborhood is defined as the area bounded on the south by Delmar Boulevard; on the north by Cass Avenue; on the west by Twentieth Street; and on the east by the Mark Twain Expressway also known as I-70. It encompasses an area of 409 gross acres. Located immediately to the north of the Central Business District, this neighborhood offers significant opportunities to encourage the new economic activity and related job opportunities which are a major objective of the plan. The proposed Convention Center and Convention Plaza relate directly to the proximity of the Central Business District.

The DeSoto-Carr Urban Renewal Area is inclusive of the Carr-Central Neighborhood except for existing public housing areas. Because of the urban renewal project, administered by the Land Clearance for Redevelopment Authority, the stages of planning for the Carr-Central Neighborhood have been advanced beyond that of other neighborhoods in that a Land Use Plan is already recognized by the citizens, the Plan Commission, and the Board of Aldermen. Except as will be specifically noted, the Land Use Recommendations of this report conform to those recommended by the Neighborhood Advisory Committee on January 15, 1969, and subsequently approved by the Redevelopment Authority on February 4, 1969, by the City Plan Commission on February 20, 1969, and by the Board of Aldermen effective April 17, 1969. Citizen support for the plan was evidenced at the Aldermanic Public Hearing held March 18, 1969. The Federal Government approved initiation of the DeSoto-Carr Redevelopment effort effective July 1, 1970.

The recommended plan has benefited not only from the input of the Neighborhood Advisory Committee and other citizens but also from the technical contributions of Morton Hoffman and Company; Hellmuth, Obata and Kassabaum; and R. W. Booker and Associates; who worked, respectively, as economic, planning, and traffic consultants, to the Redevelopment Authority.

Circulation

The proposed traffic circulation pattern concentrates heavy through traffic on major arterials in order to protect residential areas and other land uses from their adverse effect. Major north-south traffic is confined to Broadway (southbound), 7th Street, 9th Street (northbound), 10th Street (southbound), 12th Street, 14th Street, and 20th Street. Major east-west traffic is confined to Cass Avenue and two major boulevards -- Delmar Boulevard and Cole Street -- designed to operate as a pair of one-way streets. This traffic solution eliminates the necessity for Cole Street to become a major regional traffic carrier. Possibly Cole Street should be re-named Martin Luther King Boulevard as a natural extension of Easton, now re-named Martin Luther King Boulevard. Portions of Franklin Avenue are eliminated to allow more intensive commercial development and to provide an adequate site for a new Convention Hall between 7th and 9th Streets. A pedestrian corridor in an east-west direction should be designed along Biddle Street to connect the major east and west residential concentrations namely Cochran Gardens with the Vaughn Apartments and Carr Square Village.

Residential

The land use pattern proposed includes a balanced mixture of residential, institutional, commercial and industrial uses. Priority has been given to residential development. The Villa-de-Ville project bounded by Cass Avenue, O'Fallon Street, Hogan Street and 14th Street is the first major new residential complex scheduled for construction.

Homes for families, elderly and single persons can be developed within the framework of the plan and every effort should be made to encourage a range of economic groups. New homes should attract downtown service workers and their families and those who desire a life style which fits the heart of the metropolitan area.

Industrial

The areas designated for industrial use will allow consolidation of existing industrial uses and encourage the attraction of new light industries with emphasis on labor-intensive plants so important to providing expanded job opportunities for residents. The Delmar-Cole industrial park will be carefully screened and buffered to protect the Carr Square residential complex to the north. The industrial area north of O'Fallon between 9th and 14th Streets will tie into industrial tracts in Murphy-Blair to form an important new industrial park.

Commercial

New commercial facilities south of Cole Street, although readily accessible to and serving the needs of residents, will have a downtown orientation. Offices, wholesale and distribution activities, parking garages, and commercial entertainment facilities are all appropriate uses. The block bounded by Cole Street, Delmar Boulevard, 12th Street, and 14th Street occupies an area of special locational and visual significance. The plan allows commercial, industrial, and/or institutional uses, to encourage the search for a major new activity without inhibition.

Commercial facilities in the area bounded by 10th Street, 12th Street, Biddle Street and Cole Street will be more oriented towards the local market, and a residential alternative is allowed. A new neighborhood shopping district should be considered for the corner of 14th Street and O'Fallon Street as an alternative to the institutional use. This site is located centrally to residential areas and on the major east-west pedestrian corridor. Convenience shops can be fitted into the development of all new residential blocks. The Television Station at 12th and Cole Streets remains in use.

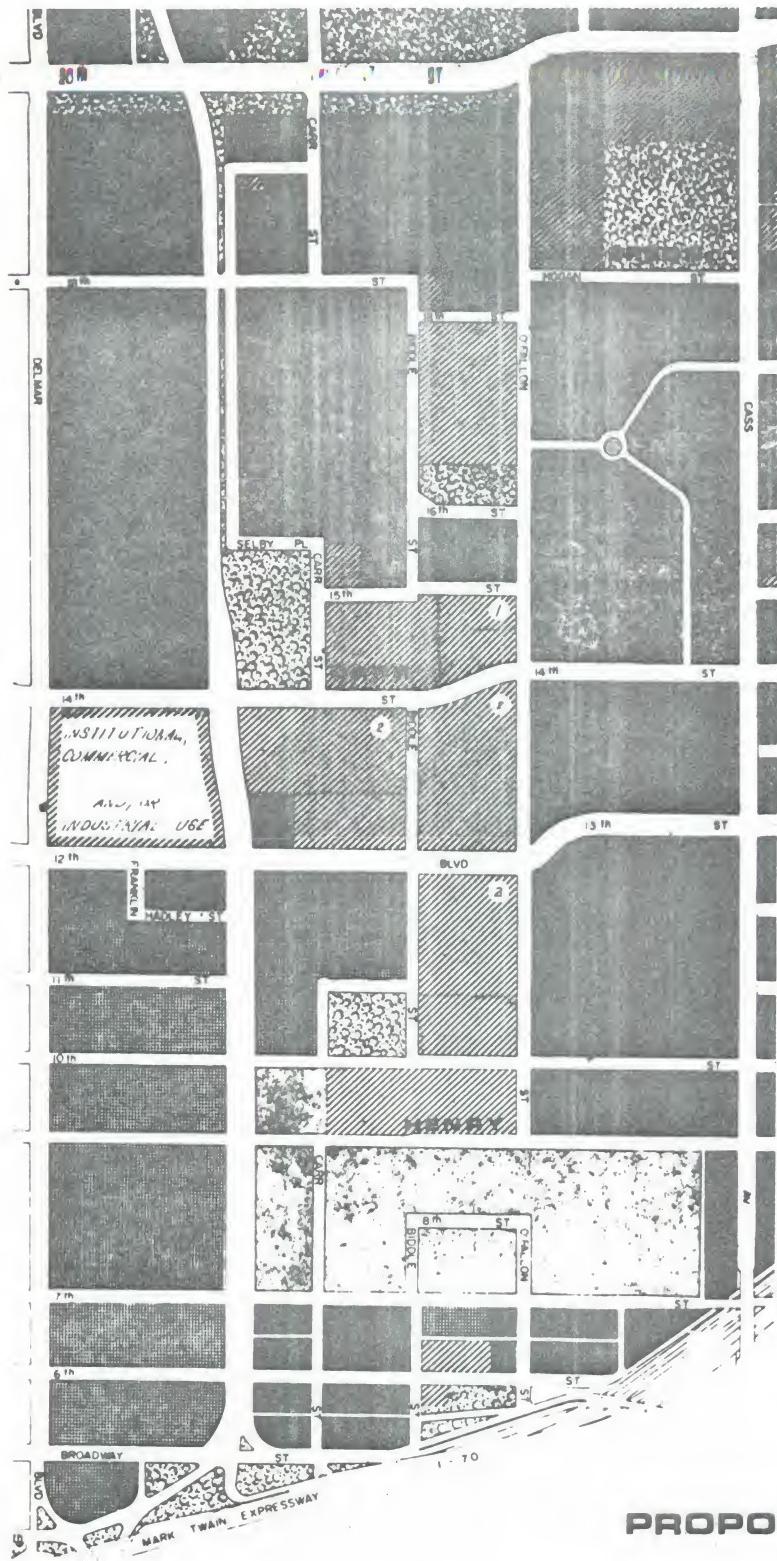
Community Facilities

A full range of community facilities and opportunities for institutional uses are included in the plan. These are located

primarily along the Biddle Street pedestrian corridor to facilitate access by residents on foot as well as by car from the adjacent residential areas. A major new neighborhood health facility is to be located at 18th Street and Biddle, a neighborhood multi-purpose center and headquarters at 17th and Biddle, a new swimming pool at 16th Street and Biddle, and an expanded playground facility and another swimming pool adjacent to Henry School at 9th Street and Biddle. Additional institutional space is reserved on the west side of 12th Street for a possible cultural facility serving the entire community.

The plan calls for the ultimate expansion and improvement of Carr and Henry Schools to meet the needs of projected enrollments. This includes additional playground space at Carr School as well as at Henry School. Jefferson School is designated for improvement as a community school serving a broader range of neighborhood needs and maintaining a strong evening program to fulfill this function.

Additional playgrounds and park spaces will supplement existing Columbus Square, Carr Square, and Murphy Playgrounds to increase the total amount of developed open space from the present 18 acres to a total of approximately 30 acres.



CARR --CENTRAL

PROPOSED LAND USE

RESIDENTIAL

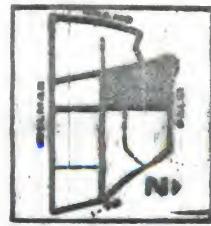
PARKS & OPEN SPACE

PUBLIC , SEMI - PUBLIC AND INSTITUTIONAL

COMMERCIAL

INDUSTRIAL

(1) INDICATES COMMERCIAL ALTERNATE: (2) INDICATES RESIDENTIAL ALTERNATE



The Montgomery-Hyde Park Neighborhood

The Montgomery-Hyde Park Neighborhood is defined as the area bounded on the south by Cass Avenue; on the north by Palm Street; on the west by Jefferson Avenue; and on the east by 20th Street. It encompasses an area of 311 gross acres. This neighborhood is predominantly residential and the plan is directed towards reinforcing and enhancing it as an attractive living area. This neighborhood encompasses St. Louis Place one of the most attractive urban parks located in the City of St. Louis.

The plan recommendations stem from the original plan developed by the residents of the area as part of the original Model City application. A revised neighborhood plan was approved by the Board of Directors of the Montgomery-Hyde Park Advisory Council on March 22, 1971, and recognized by the City Plan Commission in April, 1971. The present recommended plan incorporates minor improvements to this earlier plan which have evolved in joint discussions between the staff of the City Plan Commission and neighborhood residents over the past year.

Residential

The neighborhood will remain predominantly residential in character. With the addition of new dwelling units and rehabilitation of existing housing, the neighborhood population should increase by about 1,100 to an optimum level of about 9,400. The area near Jefferson-Cass, where a proposed rapid transit station is to be located, is ideally suited for the development of higher density housing.

Industrial

Although predominantly residential, the neighborhood plan consolidates existing and proposed industrial development in two distinct areas. The first of these is the Jefferson Industrial Park in the area bounded by Jefferson Avenue, Parnell Street and University Street, adjacent to the Yeatman District to the west. In the northern portion of this site is located Bussman Fuse

Company, one of the major employers in the Model City. The second industrial area is located in the block bounded by Cass Avenue, Howard Street, 20th Street and 22nd Street, retaining and consolidating existing industrial uses in this area.

Commercial

Local shopping for the neighborhood will be concentrated in a sector located along St. Louis Avenue, west of 25th Street. This area will serve as a minor shopping center including a food store and related services. In addition, a convenience center is located on North Market at the 23rd Street Mall.

Circulation

The neighborhood is bounded by four major streets. Two east-west collector streets, St. Louis and North Market Streets, trisect the neighborhood at approximately five block intervals, while internal east-west through traffic is generally discouraged. Through traffic is permitted midway through the neighborhood giving direct access to two local shopping districts in the neighborhood. Through traffic from Jefferson-Parnell into the neighborhood is discouraged by locating cul-de-sacs and loop streets on some of the east-west local streets.

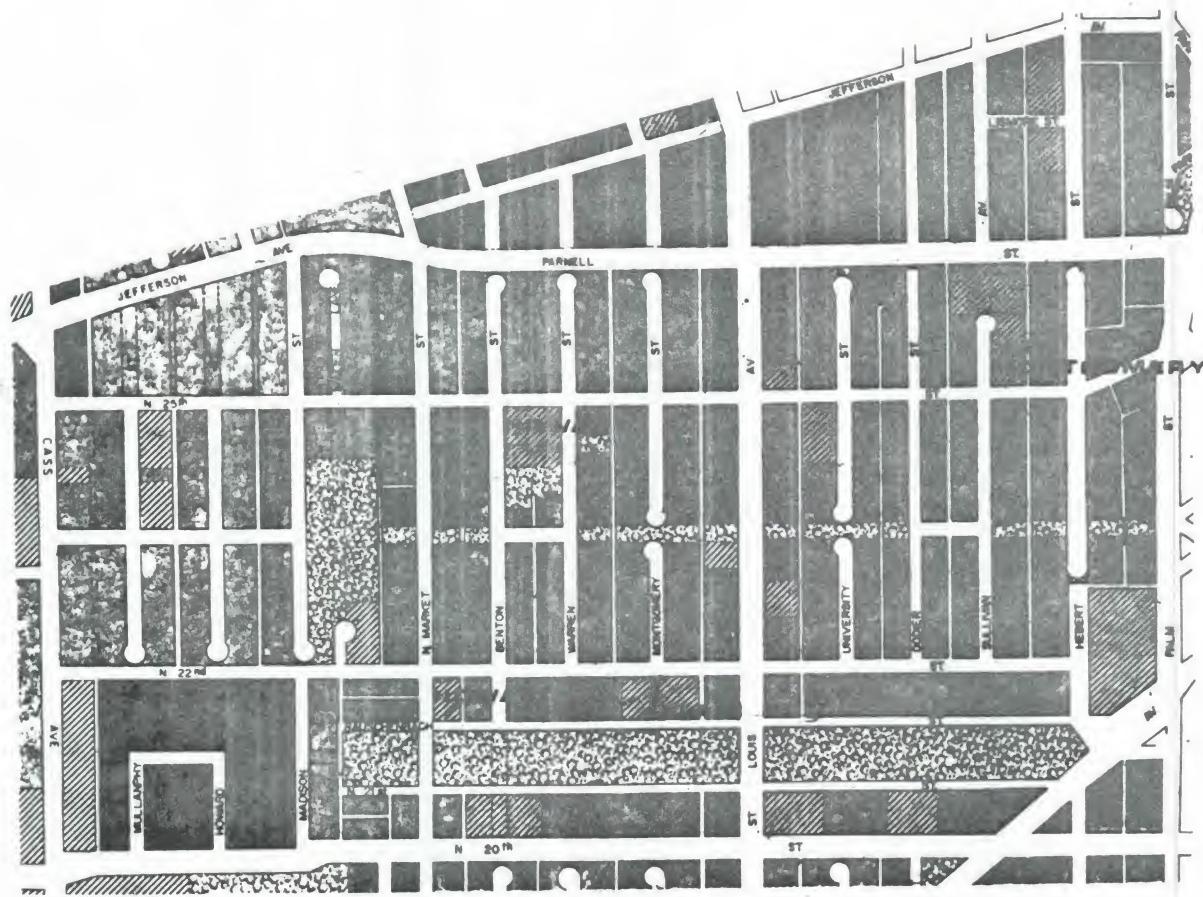
Open Space

St. Louis Place is intended to retain essentially its historic character as a passive park. It is hoped that the park will act as a magnet whereby some middle income residents will be attracted into the immediate area. This is consistent with the adopted goal of providing an income mixture of residents. A small park adjacent to Howard Elementary School will provide additional recreation space in the geographic center of the neighborhood. Twenty-third Street will be closed for a north-south pedestrian walkway linking schools, community facilities

and a convenience shopping center. A major new park along Madison Street will allow appropriate recreation facilities to be related to the walkway.

Community Facilities

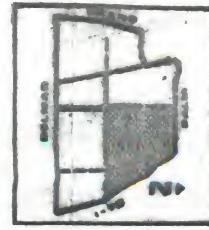
A portion of the southern sector of the neighborhood is reserved for future expansion of the proposed Community Services Core. In addition, a rehabilitated health center on 25th Street near St. Louis Place will serve Montgomery-Hyde Park.



MONTGOMERY .. HYDE PARK

PROPOSED LAND USE

- RESIDENTIAL
- PARKS & OPEN SPACE
- PUBLIC , SEMI - PUBLIC AND INSTITUTIONAL
- COMMERCIAL
- INDUSTRIAL



The Murphy-Blair Neighborhood

The Murphy-Blair Neighborhood is a triangular shaped area bounded by the Mark Twain Expressway (I-70) and Palm Street on the northeast; by Cass Avenue on the south; and by 20th Street on the west. It encompasses an area of 408 gross acres. The plan reinforces the predominant residential character of the neighborhood but also provides for a Murphy-Blair Industrial Park which will consolidate existing industries with sites for new industries in the area north of Cass Avenue, east of 14th Street. This industrial area adjoins an industrial district in the Carr-Central Neighborhood to the south. The neighborhood also includes a major commercial area -- the 14th Street Shopping Center -- which will be refurbished and enhanced in accordance with the plan. (See also the report entitled "A Physical Improvement Program for the 14th Street Commercial Area", March, 1972).

The recommended plan is based upon the original neighborhood plan developed by the Murphy-Blair Resident Housing Corporation using the volunteered services of Hellmuth, Obata and Kassabaum, as advocate planners. A revised version of this original plan was adopted by the Murphy-Blair Resident Housing Corporation on July 6, 1971 and recognized by the City Plan Commission in September, 1971. The land use recommendations of this report include certain modifications to the earlier plan based upon the discussions involving the citizens of the Murphy-Blair area and the City Plan Commission staff. The recommended plan was also benefitted from the input from the technical contribution of Development Resources, Inc., St. Louis, author of the North 14th Street Commercial Area Plan and presently consultants to the Murphy-Blair Resident Housing Corporation.

Residential

The predominant use in the neighborhood will remain residential. Land allocated for residential use will hold an optimum capacity of about 9,800 population, slightly below the 1970 level of 10,300. Housing for the elderly should be concentrated near the "public use strip" between Webster and Ames Schools. Higher density housing is proposed for the area immediately south and east of the 14th Street commercial districts.

Circulation

The neighborhood is bounded by an arterial street, Cass Avenue on the south, I-70 on the northeast, and an arterial street, 20th Street on the north and west, and is bisected by a major northwest artery, North Florissant. Through traffic from the boundary streets and major bisecting street into the neighborhood is discouraged by the use of cul-de-sacs and loop streets. A system of collector streets is designed to serve as major access into local streets.

Open Space

Three new parks are proposed in the neighborhood, one at 14th and Chambers, one at Wright and Blair, and one at 19th and North Market. The parks are centrally located within sub-neighborhoods away from arterial and collector streets. The pedestrian circulation system links residential areas with recreation areas and neighborhood facilities such as schools and shopping districts.

Community Facilities

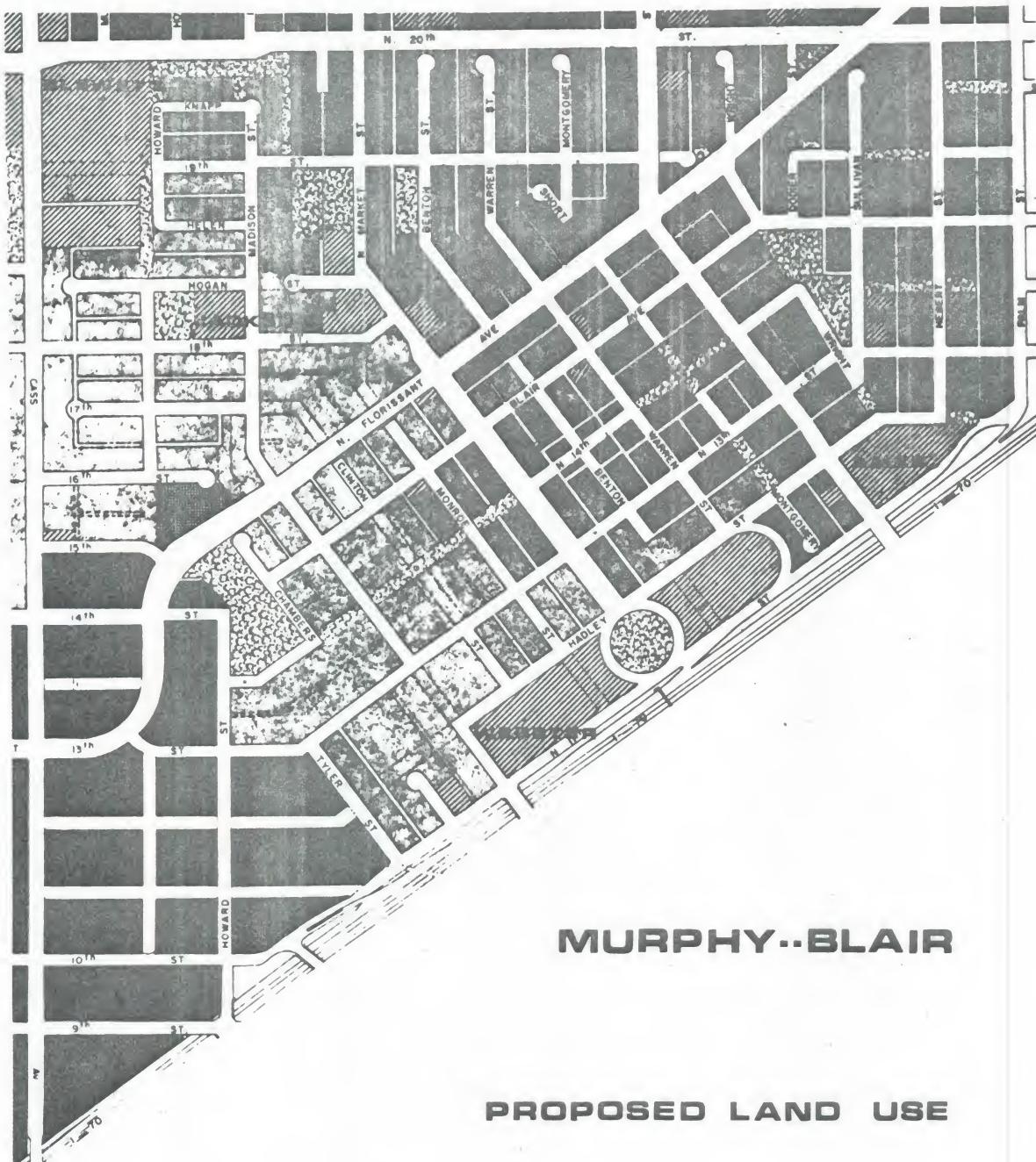
Services will be located within each sub-neighborhood of Murphy-Blair with a concentration of facilities in the "public use strip" located between Webster and Ames Schools. Within walking distance to the "public use strip" will be located newly developed housing for the elderly.

Industrial

One major industrial district is proposed for the Murphy-Blair area. It is located in the southeastern corner of the neighborhood with direct access to major streets and highways. This major industrial district utilizes 98 acres and represents a consolidation of existing industrial land with some rail access. It is bounded by I-70, Tyler, Howard, 15th and Cass.

Commercial

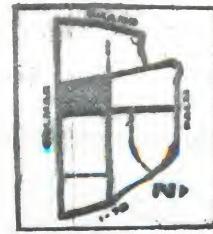
The existing 14th Street Shopping District is to be consolidated and will function as a major neighborhood shopping center. It will have direct vehicular access from Florissant and St. Louis Avenues. The service area includes Murphy-Blair and the larger portions of Montgomery and Hyde Park neighborhoods. A small convenience center with access to two sub-neighborhoods is proposed to serve the southern sector of Murphy-Blair. The commercial district on North Florissant is functionally separated from the 14th Street Mall area in that it primarily serves an automobile-oriented transient clientele.



PROPOSED LAND USE

- [Residential pattern] RESIDENTIAL
- [Parks & Open Space pattern] PARKS & OPEN SPACE
- [Public, Semi-Public, Institutional pattern] PUBLIC, SEMI-PUBLIC AND INSTITUTIONAL
- [Commercial pattern] COMMERCIAL
- [Industrial pattern] INDUSTRIAL

The Pruitt-Igoe Neighborhood



The Pruitt-Igoe Neighborhood is defined as the area bounded on the south by Delmar Boulevard; on the north by Cass Avenue; on the east by 20th Street; and on the west by Jefferson Avenue. It encompasses an area of 136 gross acres of which 90 acres fall within the Pruitt-Igoe public housing project and 46 acres fall to the south of the public housing along Delmar Boulevard. The Model City Land Use Plan incorporates the recommendations developed by the Pruitt-Igoe Task Force. The Task Force represents a unique organization bringing together representatives of the Federal Government, representatives of the City Government, and citizens of the neighborhood, in a joint effort to develop an acceptable plan for the rehabilitation and reconstruction of the Pruitt-Igoe area. Prime consultants to the Pruitt-Igoe Task Force were the firms of Harland Bartholomew and Associates and Skidmore, Owings and Merrill.

The Pruitt-Igoe neighborhood plan was unanimously adopted by the Pruitt-Igoe Task Force on May 1, 1972, and is presently being reviewed by the Department of Housing and Urban Development.

Residential

Based on the proposed land use plan, the population of Pruitt-Igoe is projected to decrease from the 1970 level of 6,500 to 6,000. The area north of Cole Street will be predominantly residential, including a variety of housing types for ownership and rental in the low and moderate income range. The tentative redevelopment plan, prepared by a team of consultants, organizes all dwelling units into subcommunities by clustering new housing around existing walk-up and high rise structures.

Circulation

Through traffic will be virtually non-existent in the interior of the neighborhood. This can be accomplished by utilizing a curvilinear and loop street system. Major entry points are at

the intersection of Jefferson Avenue and Dickson Street, at Carr Street, at Gamble and Jefferson, and at 23rd and Cass. A re-aligned Cole Street will serve as a buffer between the residential area to the north and the industrial or institutional district to the south.

Open Space

Park and playground space is to be included as an integral part of new housing development. Although DeSoto Park is to be reduced in size, the overall amount of open space will increase. New open space will be created by locating new development so that additional land for open space becomes available. Pedestrian walkways will link the neighborhood with adjacent parts of Yeatman, Montgomery-Hyde Park, and Carr-Central neighborhoods.

Industrial

The area between new Cole and Delmar is to be reserved for industrial use, with an institutional alternative, and extend east into the Carr-Central neighborhood. Franklin Avenue would be vacated. It is important to carefully control the character of industrial uses in this park so as to avoid infringing upon the nearby residential units north of Cole Street.

Commercial

A small neighborhood shopping center is to be located in the vicinity of Jefferson and Cass at the location of a proposed rapid transit station. In addition, the residents will have easy pedestrian and vehicular access to the refurbished Franklin Avenue Shopping District.

Community Facilities

A major portion of the proposed Community Services Core, designed to serve the entire Model City area, is to be located in the northeast corner of Pruitt-Igoe. The Core would consist of Crunden Library, DeSoto Recreation Center, and a new multi-purpose community facility. In addition, an Urban Living Center is to be located on 23rd Street near Dickson.

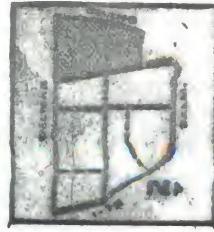


PRUITT-IGOE

PROPOSED LAND USE

- [White square] RESIDENTIAL
- [Cross-hatched square] PARKS & OPEN SPACE
- [Diagonal-hatched square] PUBLIC, SEMI-PUBLIC AND INSTITUTIONAL
- [Vertical-hatched square] COMMERCIAL
- [Solid black square] INDUSTRIAL





The Yeatman Neighborhood

The Yeatman Neighborhood is defined as the area bounded on the south by Delmar Boulevard; on the north by St. Louis Avenue; on the east by Jefferson Avenue; and on the west by North Grand Avenue. This neighborhood falls within the Human Development Corporation's Yeatman District. The neighborhood shown in this plan encompasses an area of 512 gross acres. The area is predominantly residential and the plan recommendations are designed to reinforce and enhance this area for urban living. Nevertheless, it does make allowance for existing major industries in the area which are retained by including an industrial district generally west of Jefferson between North Market Street and Montgomery Street.

The plan is based upon recommendations of the Yeatman District Community Corporation whose proposed Land Use Plan dated August 2, 1968, was embodied in the original Model City application. The present recommendations embody modifications which have developed out of joint discussions involving representatives of the Yeatman District Community Corporation and the staff of the City Plan Commission.

The recommended plan is benefited from technical suggestions from William Johnson, architect, consultant to the Yeatman Community Corporation. The recommended plan is also benefited from the input of the Jeff-Vander-Lou Corporation and the technical contributions of their consultant John McEwen.

Residential

The predominant land use in Yeatman neighborhood will remain residential. Land allocated to residential use will yield an estimated 18,500 population or about 2,700 over the 1970 level. Higher density housing is planned in the vicinity of the proposed subway stations at Jefferson and Cass and at Grand and North Market to take maximum advantage of these prime locations.

Industrial

A consolidation and expansion of existing industries into a new industrial park is proposed for the northeast sector of the neighborhood. Direct access from St. Louis Avenue, Parnell Street, and North Market Street will prevent industrial traffic from entering local neighborhood streets. Existing industries located outside the vicinity of the proposed industrial park are anticipated to remain as an interim use until they can be economically replaced by housing and related uses.

Commercial

The plan calls for the Franklin Avenue Shopping Center to serve as the major shopping facility in Yeatman with a service area including all of Yeatman, Pruitt-Igoe, and portions of Montgomery and Mill Creek. Small neighborhood centers are to be located at Jefferson and Cass, and at St. Louis and Grand. Convenience centers are located on Martin Luther King Boulevard and in the Cass-Garrison area. In addition, the Grand-Page district is designed to serve an automobile oriented population.

Circulation

The Yeatman Neighborhood is bounded by arterial streets, Grand, Delmar, St. Louis and Jefferson, and traversed by arterials, Cass and Easton Avenues. Through traffic on local streets from all arterial streets is discouraged generally by the use of cul-de-sac streets and a collector system. The collector streets which serve the neighborhood, Compton, Garrison, North Market and Leffingwell connect to arterial streets.

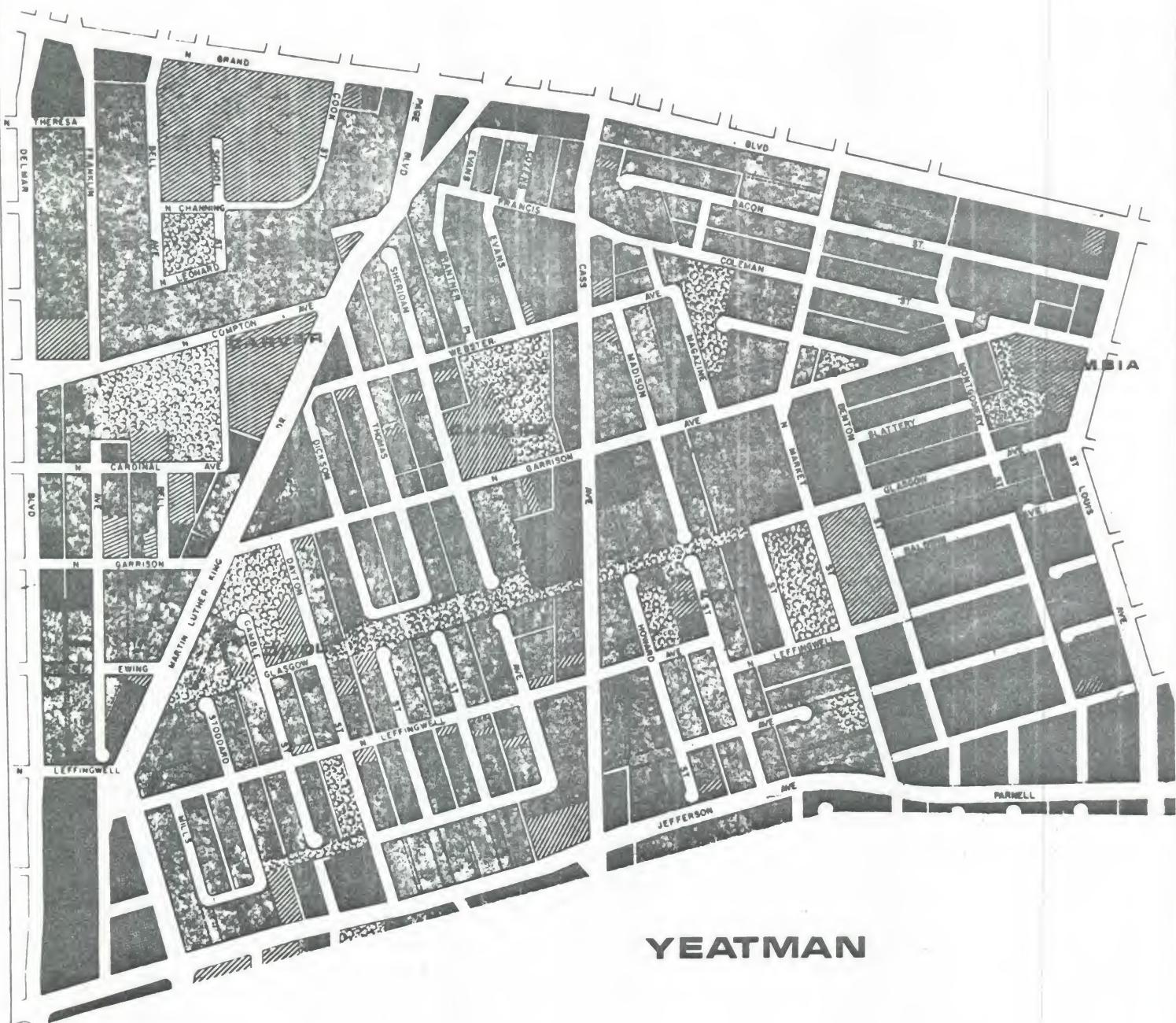
Open Space

In addition to the existing parks and playgrounds in the neighborhood, a proposed system of pedestrian walkways serves the dual function of adding to the quantity of recreation space and creating

pedestrian circulation system. Portions of Glasgow would be closed for a pedestrian walkway in order to link residential areas with the Franklin Avenue Shopping District, Divoll and Curtis Schools, and other community facilities. A number of small neighborhood parks within the sub-neighborhood areas are to be created.

Community Facilities

Existing facilities will be continued in their present locations. Additional services include a community center at Compton and Delmar to serve primarily the Blumeyer residents, and a Skills Training Center at North Market and Glasgow. The Skills Training Center location relates functionally to the adjacent industrial district. In addition, the replacement of Divoll, Carver, and Curtis Schools is proposed. Carver School is to be relocated at a larger site adjacent to Chambers Park on School Street.



PROPOSED LAND USE

- RESIDENTIAL
- PARKS & OPEN SPACE
- PUBLIC, SEMI-PUBLIC AND INSTITUTIONAL
- COMMERCIAL
- INDUSTRIAL

APPENDIX

Appendix A

STATISTICAL SUMMARY OF THE MODEL CITY AREA

1. Population:
 1960, 1970 Percent Change and Projected Future
 Population
2. Population Characteristics: Sex and Race
 by Neighborhood
 for 1960 and 1970
3. Population Characteristics: Age and Income
 1968 Household Income
 1970 Age of Population
4. Average Household Size:
 by Neighborhood
 for 1960 and 1970
5. Number of Persons per Household
 by Neighborhood
 1970
6. Building Conditions
 by Neighborhood
 for 1960 and 1970
7. Number of Occupied Dwelling Units
 by Neighborhood
 1970
8. Recommended Land Use
 in Acres

1. POPULATION

Model City Area Population: 1960-1970 - % Change

	<u>Montgomery- Hyde Park</u>	<u>Murphy- Blair</u>	<u>Pruitt- Igoe</u>	<u>Carr- Central</u>	<u>Yeatman</u>	Total of All Neighborhoods
1960	11,857	14,475	15,042	14,511	23,426	79,311
1970	8,139	10,275	6,553	9,188	15,760	49,915
% Change	-31.3	-29.0	-56.4	-36.6	-32.7	-37.0

Projected Future Population

	<u>Montgomery- Hyde Park</u>	<u>Murphy- Blair</u>	<u>Pruitt- Igoe</u>	<u>Carr- Central</u>	<u>Yeatman</u>	Total of All Neighborhoods
1980	9,400	9,800	6,000	11,000	18,500	54,700

Source: 1960, 1970 U.S. Census of Population, projected population by
City Plan Commission

2. POPULATION BY SEX AND RACE,
BY NEIGHBORHOOD: 1960, 1970

All Model City Neighborhoods

	TOTAL		MALE		FEMALE	
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>
Total	79,311	49,915	37,276	22,788	42,035	27,127
White	29,345	12,983	13,792	6,102	15,553	6,881
Black	49,966	36,932	23,484	16,685	26,482	20,247

Carr-Central

	TOTAL		MALE		FEMALE	
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>
Total	14,511	9,188	6,530	4,034	7,981	5,154
White	2,902	1,452	1,306	637	1,596	815
Black	11,609	7,736	5,224	3,396	6,385	4,340

Montgomery-Hyde Park

	TOTAL		MALE		FEMALE	
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>
Total	11,857	8,139	5,691	3,736	6,166	4,403
White	10,790	2,954	5,179	1,356	5,611	1,598
Black	1,067	5,185	512	2,380	555	2,805

Murphy-Blair

	TOTAL		MALE		FEMALE	
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>
Total	14,475	10,275	7,092	4,953	7,382	5,322
White	14,041	7,686	6,880	3,705	7,161	3,981
Black	434	2,589	212	1,248	221	1,341

Pruitt-Igoe

	TOTAL		MALE		FEMALE	
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>
Total	15,042	6,553	7,070	2,910	7,972	3,643
White	451	72	212	32	239	40
Black	14,591	6,481	6,858	2,878	7,733	3,603

Yeatman

	TOTAL		MALE		FEMALE	
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>
Total	23,426	15,760	11,010	7,155	12,416	8,605
White	1,874	819	881	372	993	447
Black	21,552	14,941	10,129	6,783	11,423	8,158

Source: 1960, Estimates by Human Development Corporation
1970, Totals by U.S. Census of Population and
Breakdown Estimates by City Plan Commission.

3. POPULATION BY AGE AND INCOME

1970 Estimated Age of Population

Under 5	5,366	10.7%
5 - 14	12,614	25.2%
15 - 24	8,648	17.2%
25 - 34	4,594	9.2%
35 - 44	4,530	9.0%
45 - 54	4,178	8.3%
55 - 64	4,310	8.6%
Over 64	5,939	<u>11.8%</u>
Total		100.0%

1968 Household Income

Less than \$1,000	2,533	14.5%
\$ 1,000 - \$ 1,999	3,093	17.7%
\$ 2,000 - \$ 2,999	2,662	15.2%
\$ 3,000 - \$ 3,999	2,452	14.0%
\$ 4,000 - \$ 4,999	2,377	13.6%
\$ 5,000 - \$ 5,999	1,720	9.9%
\$ 6,000 - \$ 6,999	1,020	5.9%
\$ 7,000 - \$ 7,999	648	3.7%
\$ 8,000 - \$ 8,999	362	2.0%
\$ 9,000 - \$ 9,999	269	1.5%
\$10,000 - \$14,999	323	1.7%
\$15,000 and above	61	<u>0.3%</u>
Total	17,520	100.0%

Source: 1970 U.S. Census of Population as reported from
St. Louis University Summary

4. AVERAGE HOUSEHOLD SIZE: 1960, 1970
BY NEIGHBORHOODS

	<u>1960</u>	<u>1970</u>
Montgomery-Hyde Park	3.9	3.6
Yeatman	3.2	3.0
Murphy-Blair	3.1	2.9
Carr-Central	3.2	3.2
Pruitt-Igoe	4.7	3.7
Model City Average	<hr/> 3.62	<hr/> 3.26

Source: 1960, 1970 U.S. Census of Population

5. NUMBER OF PERSONS PER HOUSEHOLD
BY NEIGHBORHOOD, 1970

Persons	Montgomery- Hyde Park		Murphy- Blair		Pruitt-Igoe		Carr-Central		Yeatman		Total Model City	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1 person	610	26	1030	31	420	26	690	35	1780	34	4530	31
2 persons	540	23	870	27	260	16	370	19	1200	23	3240	23
3 persons	320	13	400	12	200	12	230	12	620	12	1770	12
4 persons	230	10	300	9	150	9	190	9	450	9	1320	9
5 persons	180	8	250	8	150	9	150	7	330	6	1060	7
6 persons	480	20	410	13	460	28	350	18	830	16	2530	18
Total	2360	100	3260	100	1640	100	1980	100	5210	100	14450	100

Source: 1970 U.S. Census of Population and Estimates made by
Morton Hoffman and Company

6. BUILDING CONDITIONS BY NEIGHBORHOODS,
(BY DWELLING UNITS) 1960-1970

	Montgomery- Hyde Park	Murphy-Blair		Pruitt-Igoe		Carr-Central		Yeatman		Total Model City	
		1960	1970	1960	1970	1960	1970	1960	1970	1960	1970
Sound	2055 47%	152 5%	3643 71%	131 3%	2867 84%	*	2700 59%	0	1542 20%	1333 21%	12991 51%
Deteriorated	1982 46%	2574 87%	1246 24%	4022 88%	411 12%	264 85%	1021 20%	2975 97%	4284 57%	4683 72%	8944 35%
Dilapidated	313 7%	220 8%	211 5%	428 9%	151 4%	48 15%	1024 21%	80 3%	1699 23%	474 7%	3562 14%
Total	4350	2946	5100	4581	3429	312	4745	3055	7525	6490	25497
											17384

* Pruitt-Igoe Excludes Public Housing Projects (2,870 Units)

Source: 1960, U.S. Census of Population, 1970
1971, Building Conditions Survey
1970, Land Use Survey, City Plan Commission

7. NUMBER OF OCCUPIED DWELLING UNITS
BY NEIGHBORHOOD: 1970

Owner Occupied Total	Average Number of Rooms	Average Value (Dollars)	Renter Occupied Total	Average Number of Rooms	Average Contract Rent (Dollars)	Number of Occupied Units, 1970	Number of Occupied Units, 1960
Yeatman	585	5.0	\$8,500	3655	3.8	\$46	4,420
Carr-Central	97	4.9	\$8,300	2654	2.9	\$50	2,751
Montgomery- Hyde Park	527	4.7	\$6,500	1796	3.4	\$51	2,323
Murphy-Blair	373	4.5	\$9,200	2827	3.4	\$47	3,200
Pruitt-Igoe	13	—	—	1413	3.1	\$35	1,426
Model City Total	1595	4.7	\$8,100	12345	3.3	\$45	14,120
							23,633

Source: 1970 U.S. Census of Population

8. RECOMMENDED LAND USE IN ACRES

	Yeatman	Montgomery- Hyde Park		Murphy- Blair		Carr Central		Pruitt- Igoe		Total	
No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total	512	100	311	100	408	100	409	100	136	100	1776 100
Residential	211	41	161	52	165	40	119	29	58	43	714 40
Commercial	15	3	2	1	14	4	32	8	2	1	65 4
Industrial	44	9	25	7	43	11	97	24	15	12	224 12
Open Space	40	7	30	10	27	7	30	7	27	19	154 9
Public, Semi-Public	36	7	19	6	25	6	31	7	8	6	119 7
Streets and ROW	166	33	74	24	134	32	100	25	26	19	500 28

Source: City Plan Commission

Appendix B

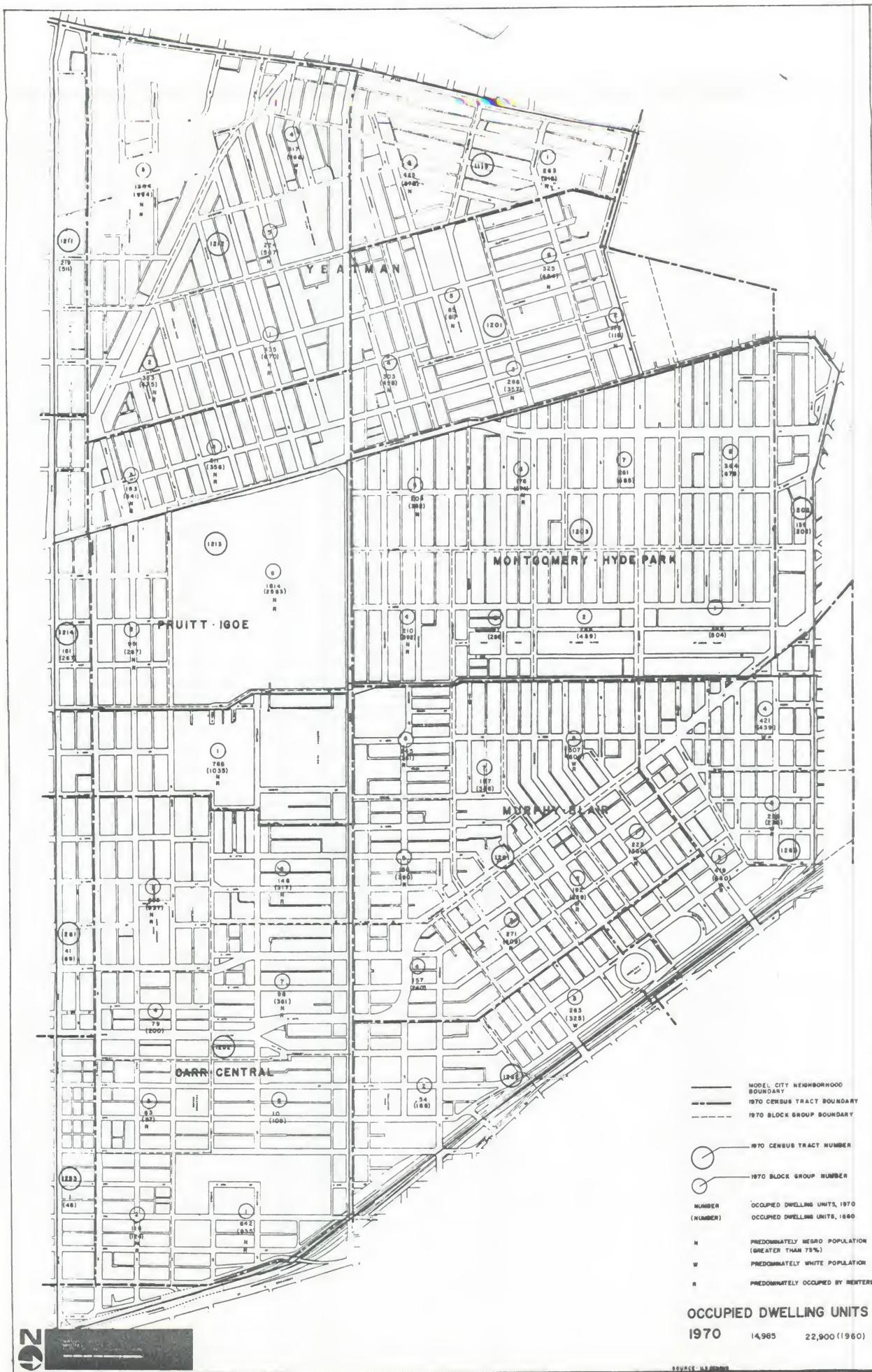
GRAPHIC SUMMARY OF EXISTING CONDITIONS IN THE MODEL CITY AREA

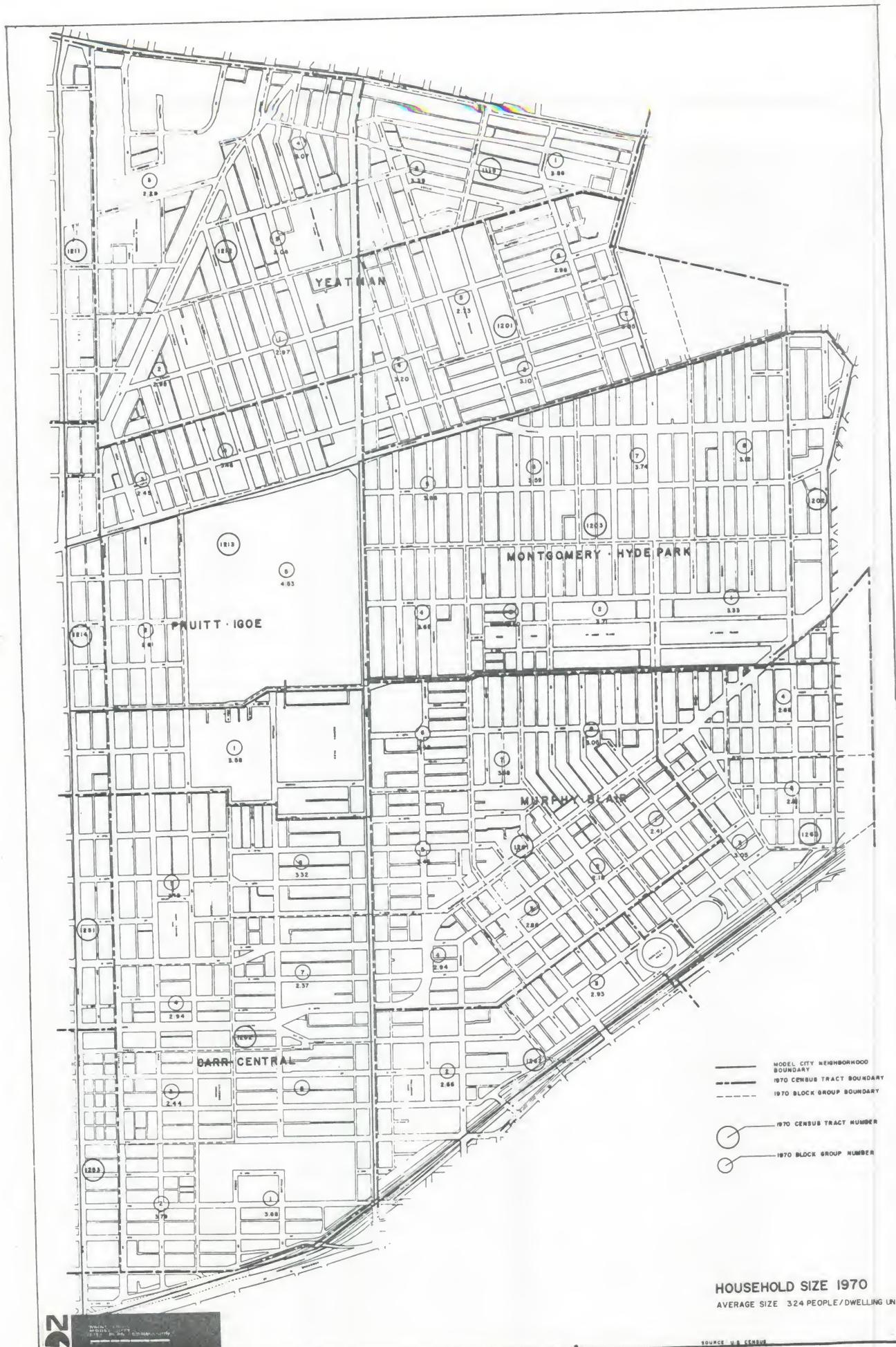
1. Map of Building Conditions 1971
2. Map of Occupied Dwelling Units 1970
3. Map of Household Size 1970
4. Map of Existing Population Distribution 1970
5. Map of Assessed Valuation and Revenue Generated 1970
6. Map of Tax Delinquent Property 1970

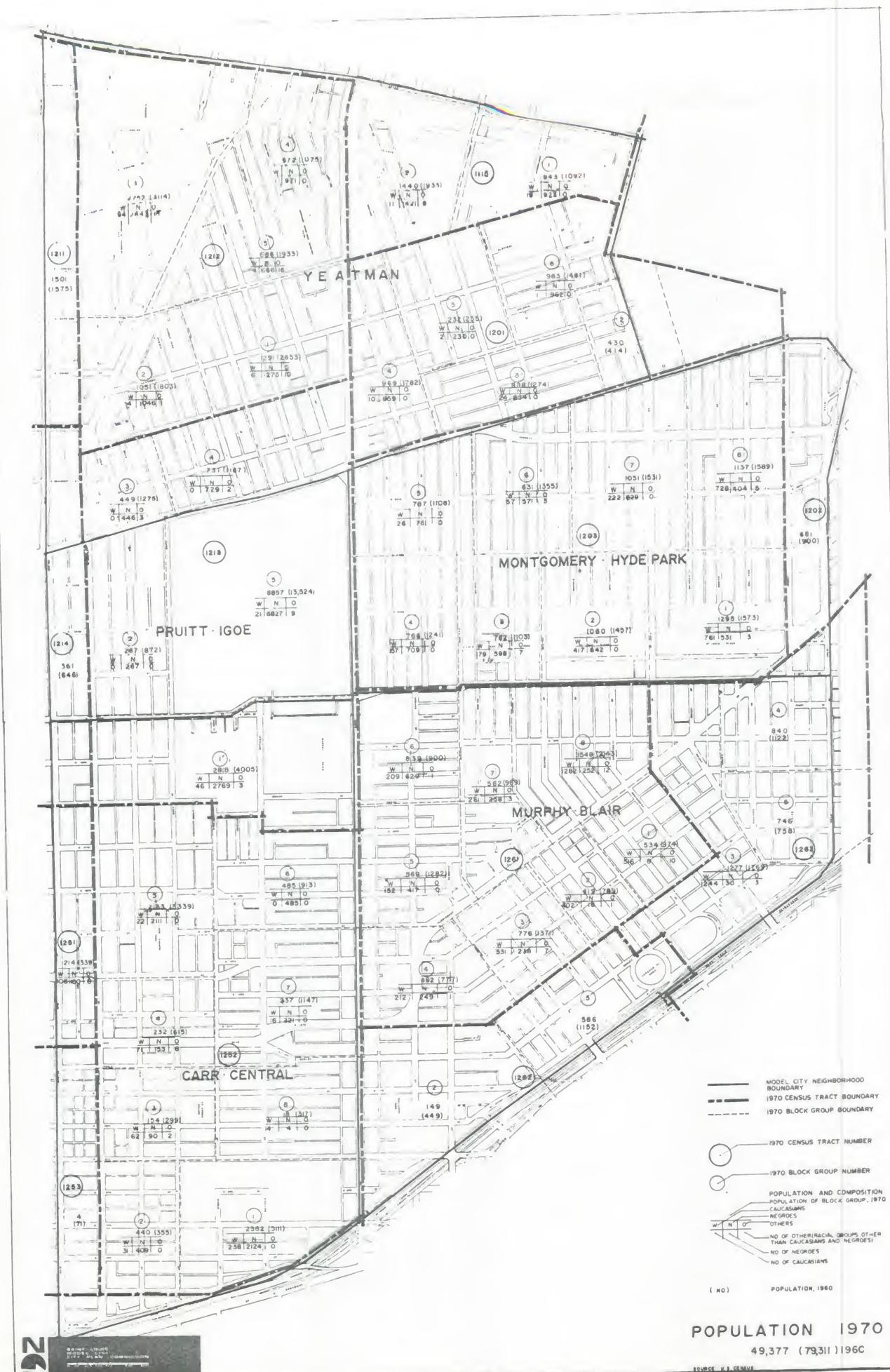


DATE: APRIL, 1971

MAP 1











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Ulysses Dry - Planning Draftsman

The assistance of the staff on the Model City Agency including the services of their planning consultant, Mr. Michael Roth, in the preparation of this report is gratefully acknowledged.